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ABSTRACT

These abstracts summarize 73 research projects that were conducted in Australia during 1982 and 1983 to investigate various issues related to youth employment and unemployment. Included among the topics addressed in the individual research projects are the following: economic developments, education and rural communities; employment (changing patterns in local and regional labor markets); programs (career education, employment creation, income maintenance, school services, training programs, transition, work cooperatives, and work experience); social and technological change; unemployment; youth and education; youth labor markets; and youth unemployment (its analysis, effects, causes, and possible remedies). The abstracts are arranged according to the following four categories: policy analysis and research on social and educational developments; program proposals, reports, and evaluations; program materials, bibliographies, and reports; and periodicals. (MN)

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YOUTH STUDIES

Abstracts

Vol. 3 No. 1 February 1984

SECTION

84/AB: Social and Educational Developments 1 - 33

84/C : Programs 1 - 23

84/D : Program Materials 1 - 17

84/E : Periodicals

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ABOUT THE ABSTRACTS

As the November 1983 issue of the Abstracts was devoted almost entirely to Education, this issue brings together information on Employment and Unemployment.

The Abstracts are arranged in the following categories:

Section 84/AB	Social and Educational Developments: Policy Analysis, Research
Section 84/C	Programs: Proposals, Reports, Evaluations
Section 84/D	Program Materials, Bibliographies and Reports
Section 84/E	Periodicals

Within each of Sections AB-D the Abstracts are arranged and numbered in clusters according to prime subject matter. This makes is possible for readers to compare differing views and approaches to particular topics. A list of the topics covered is given at the front of the booklet.

Subject and author indexes for 1984 begin in this issue. More detailed information about any of the topics or publications can be obtained from the Clearinghouse, but copies of the publications themselves must be sought from the authors, institutions or publishers. It is hoped that the citations give sufficient information to make this access to publications possible.

The material from which abstracts are prepared is material which has come to us since completion of the annotated bibliography in August 1980. In some cases, it will be a development or report of a study already annotated in the bibliography; in other cases it may be convenient to refer to similar studies already annotated. We do not wish to make continual citations of our own bibliography, so we make one citation now and will in future refer to it as the Annotated Bibliography.

ANDERSON, D.S. and C. BLAKERS

Transition from School: an annotated bibliography of recent Australian studies. Canberra: ANU Press, 1980 [288p.]

ABSTRACTS

TOPIC CLUSTERS

. Economic developments	84/AB: 8-9
. Education and the rural community	84/C : 13-14
. Employment	84/AB: 3-7, 28-33 84/D : 4
Changing patterns	84/AB: 3-7
Local/regional labour markets	84/AB: 28-33
. Programs	
Career Education	84/C : 20 84/D : 3, 15
Employment Creation	84/C : 5-11
Income Maintenance	84/C : 1
School Reviews	84/C : 17-18
Training Programs	84/C : 2-4 84/D : 5
Transition	84/C : 16, 19
Work Co-operatives	84/C : 5, 9, 11
Work Experience	84/C : 21 84/D : 17
. Social and Technological Change	84/AB: 1-7 84/C : 12
. Unemployment	84/AB: 9-11, 14-27
. Youth and Education	84/AB: 12, 13
. Youth Labour Markets	84/AB: 28-30, 32, 33
. Youth Unemployment	84/AB: 14-27 84/D : 1
analysis	84/AB: 14-16
effects	84/AB: 22-27
factors affecting	84/AB: 19-21
migrants	84/AB: 24
responses to	84/AB: 17-18

ABSTRACTS

SECTION 84/AB

Social and Educational Developments

84/AB: 1 - 33

BEED, Terence* and Ian McNAIR** 84/AB: 1

The Changing Australian. A National Opinion Research Study conducted for Sentry Holdings Ltd. Sydney, NSW: Sentry Holdings Ltd, June 1983 [Presentation of results, 112p; Survey Documentation, 33p.]

Sentry Holdings Ltd commissioned this research to provide a forum in which Australians could voice their opinions, attitudes and concerns on subjects of national importance. The study aims to chart the changing patterns and attitudes of Australian society.

The data were collected by means of structured interviews with over 1,000 persons in a national sample. These comprised 868 employed and unemployed persons and 226 persons drawn from senior ranks of the State and federal public services, large scale business corporations and trade unions. The main survey instruments were two questionnaires: one for the Workforce Survey and one for the Leaders Survey. Details of the survey methods and documentation are set out in appendices and in the Survey Documentation Booklet. Further work on the Leaders' Survey is in progress.

The six chapters of the main booklet cover attitudes and opinions on the quality of life in Australia; on Australian society; on the changing economic situation; on unemployment and taxation; on the benefits and rewards from work; on the individual and the economy. There is a short summary at the end of each chapter and listing of the study highlights at the beginning of the booklet.

The results indicate a concern among Australians for the state of the society and its problems and many people feel that they can do little to improve the situation. Human rights, peace and protection of the environment were considered important issues. Everyone, except business leaders, regarded finding jobs for the unemployed to be the first priority; business leaders saw inflation control as the major concern. There is thought to be too little co-operation between government, unions and business.

The unemployed were deeply worried by their situation and many employed fear that they might lose their jobs. There is disagreement about responsibility for unemployment and about remedies, retrenchment conditions and unemployment. The final chapter (6) gauges reactions to various possibilities for the future, including changes in taxes, tax avoidance, job change and preparation, working wives. However, it shows some guarded optimism about the future: 17 per cent felt that their financial situation would worsen; one-third believed it would remain the same and 43 per cent thought it would improve.

* Director, Sample Survey Centre, University of Sydney

** Chairman, McNair Anderson Associates Pty Ltd

CROMPTON, Robert W. 84/AB: 2

Australia - What Future? TSP Papers No. 3, 1982. Sydney, NSW: Technology and Society Program, University of NSW, 1982 [62p.: $2.00]

This monograph attempts to look at social and economic trends in Australia and to outline possible futures as outcomes of these trends and of action taken. It begins with a brief overview of forecasting approaches, noting the lack of consensus among forecasters and that people broadly fall into two groups: 'catastrophists' and 'cornucopians'. One approach to forecasting is to generate alternative future scenarios by using a detailed matrix of inputs in a number of possible combinations to produce alternative futures ('bottom-up' approach). The 'top-down' approach (used in this paper) evaluates possible combinations and ranges of futures and then considers the sorts of sequence of events which would cause a future to come about.

As part of this study, a questionnaire survey was undertaken to ascertain the views of six groups of respondents: professional consultants, social science graduates, town planners, major corporations, international lawyers, science students. The responses are detailed in an appendix and incorporated in the discussion.

The paper identifies and discusses key factors affecting development trends: natural resources (food/agriculture, energy, non-renewable resources); population growth; utilisation of resources; technology and innovation (direction and rates of change). The last of these is a crucial factor in determining any future outcomes. As a framework for analysis, the paper uses four broad categories of future outcomes: high growth, inegalitarian; high growth, egalitarian; low growth, egalitarian; low growth, inegalitarian. It also takes into account three political viewpoints: conservative (Friedman); reformist (Keynes); radical (Marxist). Using this framework, the paper analyses the survey responses on a number of issues including likely world conditions in the short and long term; likely growth rates in Australia; technological impacts.

The paper goes on to discuss the range of high growth and low growth futures, concluding that Australia faces a future of potential promise and pitfalls in the 1980-1990s. Survey results indicate a heavier weighting of pessimistic views about the future than is normal in this kind of survey. Forty-four per cent of respondents considered aggressive competition (high growth, inegalitarian) as the most likely future and 39 per cent saw socio-economic disarray (low growth, inegalitarian as the most probable outcome.

Both groups could be right, given Australia's reliance on resources. The distribution and control of these resources results in 'haves' and 'have-nots' and a growing body of embittered unemployed. In this lie the seeds of conflict which could be activated by world-wide economic down-turn. Australians have temporarily flirted with reformist political solutions in the past, but the likely trend for the future is undoubtedly conservative and the very real tendency to 'protect my corner' militates against major changes in the ways power and resources are shared. In the short-term, the 'cornucopians' could be right; the 'catastrophists' may have the final word.

AUSTRALIAN SCIENCE AND TECHNOLOGY COUNCIL. TECHNOLOGICAL CHANGE COMMITTEE 84/AB: 3

Technological Change and Employment. A Report to the Prime Minister. Canberra: AGPS, June 1983 [168p.: $8.60]

This Report aims to increase community understanding of the relationship between technological change and employment. At this stage, it is an exploratory report to provide a background for future work. It sums up information and views on technology and employment, identifies some of the major issues and makes recommendations for consideration by government and various other decision-making bodies.

The Report begins by describing briefly the origins of this study and reviewing the Report of the Committee of Inquiry into Technological Change and the reactions to it, noting that a general comment was that the Report did not present a sufficiently coherent and comprehensive economic analysis, covering structural issues, full costs and benefits and distribution of those costs and benefits, taking into account political as well as economic factors.

Chapter 4 deals with technological change, defining it as change which leads (1) to new products (including services) or (2) to new processes for producing existing products. Such changes have an impact on the nature of work (organisation and management), on the economy and on society. Product technological change (which has produced such things as anti-biotics, television and refrigerators) has the potential to improve employment prospects both directly and indirectly, as well as improving human health and comfort. Process technological change (particularly if directed to economising costs of labour) in general causes direct losses in employment, though a failure to maintain process change may lead indirectly to greater unemployment by reducing international competitiveness. Vigorous encouragement of product innovation, especially in high technology fields, is likely to bring benefits in both the short and long-term which cannot be achieved by protection for uncompetitive industries. The Report emphasises concern at the drastic decline in Australia's industrial research and development effort since 1973-74 and recommends a number of steps to stimulate new industries and employment opportunities and to support research, development and the application of advanced technology. There is a need, however, to select those technological opportunities which serve long range social and ecological as well as economic goals.

In Section 5, major characteristics of employment and unemployment in Australia are discussed as background for later consideration of the effects of technological change on employment and work. The chapter discusses trends in employment and unemployment during the decade 1971-82, noting the increasing participation of women in the workforce and the sex segregation of employment; the increasing levels of unemployment generally and for special groups (teenagers, migrants, etc.); hidden and underemployment and labour mobility.

The relationship between technology and employment is a complex one and Section 6 identifies some of the elements which influence the impact of technology: economic trends; distribution of benefits; the effects of international competition; reduction in prices of goods leading to

increased demand. Thus accurate forecasts of the effects of widespread introduction of technology are not achievable even in the short-term. It is difficult even to separate the effects of technological change from the effects of economic recession. Section 6 goes on to look at the effects of technology as they have been identified in research during the last few years. It covers agriculture, mining, manufacturing and the tertiary sector. It also looks at the effects of major technologies such as micro-electronics, and sums up shifts in patterns of industry. It sees potential for new industries in computer software, synthetic fuels, scientific equipment, solar energy and, especially, the service sector where opportunities exist for selling expertise internationally.

Section 7 considers the effects of technological change on the nature of work and the quality of working life, pointing out that these effects depend not on the technology itself but on the way it is introduced and used. The chapter gives an overview of research findings in the rural, manufacturing and tertiary sector. It concludes that employee participation is an important element in minimising adverse effects of technology in job design and organisation.

The concluding Section 8 discusses major issues in the adaptation to technological change. On Manpower Forecasting, it suggests the need for a continuous monitoring of labour markets and supply in order to ensure adaptability in the face of technological change. This would involve the collection and publication of adequate in-depth information on trends in employment patterns and needs, on the supply of skills, and on education and training programs and facilities as well as encouragement of worker mobility in a variety of ways, including a national superannuation scheme. The section discusses the complex issues of reduced working hours, suggesting reductions in overtime, lowering of the retirement age and encouragement of part-time work and job-sharing for those whom these arrangements suit. It goes on to emphasise the need for management/worker consultations and co-operation in the introduction of new technology and recommends that the establishment of an effective and comprehensive approach to consultation be referred to the National Labour Consultative Council.

A significant part of the Section is devoted to Education, Training and Retraining which are seen as crucial to the long-term capacity of the Australian community to maximise the benefits of technological change and minimise its adverse effects. It therefore recommends a co-ordinated system of financial support which encourages young people to lengthen their education. It also recommends a comprehensive approach through the Australian Education Council to such matters as lengthening the period spent in formal and informal education; developing skills in literacy and numeracy within a broadly based education; providing opportunity for all students to obtain an adequate knowledge of science, mathematics and technology; encouraging girls to move into a wider range of occupations; increasing participation in higher education, particularly in the sciences, mathematics and technology; developing wider training opportunities in technical and further education. The report sees training and re-training as being of major importance and makes recommendations also in these areas. It recommends further the initiation of a study aimed at increasing understanding of the reasons why women are concentrated in occupations most at risk in technological change and the formulation of policies to encourage wider occupational participation of women.

JONES, Barry 84/AB: 4

Technology and Australia's Future. Opening Address to the National Technology Conference. Canberra: Office of the Minister for Science and Technology, September 1983 [mimeo: 11p.]

Technology is often regarded in three unhelpful ways: as an external factor affecting us all but outside our control; as a 'given' like gifts in a cargo cult; as a mystery irrelevant to the political process and best left to experts. Thus many Australians have come to see technology as the preserve of those overseas who are cleverer than we are and focus their energies on staving off the effects hoping that maintaining existing employment structures will preserve our way of life for our own time at least - 'after me the deluge'. Of the 24 OECD nations, Australia ranks 22 on the value of per capita technology-intensive exports.

Against this background, the paper goes on to illustrate the historic changes taking place in the economy: the decline in employment first in primary and then in manufacturing industries; the rise in tertiary (service) industries, which may in turn be affected by computerised technology. The paper argues the need to re-define the service industries to provide a four or five sector model of the labour market (see A47), taking account of the growing importance of information in the technological society. Australia must become an active, rather than as at present a passive information society. To achieve this, research and development are fundamental, but here Australia's record is a poor one both in government and in private sectors and inexpenditures. The overwhelming bulk of high technology in Australia is controlled by foreign corporations who have little reason to carry out basic research in this country.

If Australia is to become an active information society, it will need to adopt fundamentally different attitudes to the education of the workforce and the development of skills, in line with countries such as Japan and the U.S. Resource-poor countries such as Sweden have since the mid-1950s used their intellectual capacities (product innovation, research development, design, patents, royalties and copyright) to increase dramatically the per capita order of D.P. More than 60 per cent of annual export earnings of Japan, France, Sweden, the Netherlands and Italy depends on 'brain-based' industries; in Australia it is less than 5 per cent.

If we are to bring about the necessary fundamental change in economic direction, we need to re-think the whole concept of comparative economic advantage and disadvantage; to cease relying so heavily on our physical resources and the outmoded industries which use them lavishly; to accept the central role which science and technology play in achieving and maintaining strong economic growth with higher living standards. The process of change is unlikely to be smooth, but it can be made easier by ensuring that there is full consultation in the workplace with those affected and that the community is educated to cope with the concepts and the effects. We need to take control of our own future in a conscious and determined fashion, so that we can ensure that technology is a force for good in the life of the Australian community.

FORD, G.W. 84/AB: 5

Cultural Difference in Skill Formation and the Establishment of an Australian Human Resources Office. Paper prepared for the Australian and New Zealand Association for the Advancement of Science Symposium on Manpower Planning and Industrial Development in Uncertain Times, NSW Institute of Technology, 24 March 1983 [mimeo: to be published by ANZAAS]

This paper argues the need for an Australian Human Resources Office which would explore concepts of human resources in a changing society, contribute to the development of policy and help in the dissemination of ideas: in effect to ensure that Australia is not left too far behind in the development of its human resources.

In a previous paper (A67), the writer argued that the balance of skills is likely to be critical in determining a nation's comparative advantage and its standard of living. The term 'skills' is not to be confused with manual dexterity. It encompasses rather the capacity of the individual to respond to 'the unexpected and 'impredictable', in a world characterised by change and uncertainty. Changing the concept of 'skills' requires also changes in views of: the requirements of certain jobs, for example, recognising the need to encourage learning and conceptual skills among process workers; the balance of skills within organisations and enterprises, for example, reducing the rigid divisions between operation and maintenance; organisational capital, for example, understanding the loss of capital which results from high turnover of skilled process workers.

Australia can learn much from Japan and West Germany, and the paper briefly outlines approaches in these two countries, indicating their concern to make the most of their human resources through education, training and appropriate organisational structures and attitudes.

The remainder of the paper outlines the concept of an Australian Human Resources Office which could focus attention on the effective development of human resources. It deals with the functions, structures and location of such an Office, and then goes on to discuss some of the basic concepts and ideas which could help to shape a human resource policy package, including equal opportunity for education, employment and experience; multi-skilling and continuing education, humanisation of work; information sharing.

Finally, the paper looks at some ideas which could be developed by an Australian Resource Office: humanisation of work, which would improve the quality of working life; widening the concept of apprenticeship, which presently favours urban male youth and discriminates against young girls, rural youth and mature aged men and women; providing residential facilities for technical training; encouraging large public enterprises such as Telecom and Qantas to develop a training role.

Education, training, employment and, in the long run, industrial well-being and profits are all interdependent. There is an urgent need to develop ideas and processes which make the most of human resources. An Australian Human Resource Office could provide a focus for such developments.

FORD, G.W. 84/AB: 6

Technology, Women and Employment: The Need for New Concepts and Criteria for Policy Formulation. Paper presented to Public Policy Seminar, Department of Political Science, University of Tasmania, Hobart, October 1982 [15p.]

This paper sets out to show the relationships between technological change and a number of other environmental changes affecting women and employment; to discuss a number of male technocratic concepts of society and work which are barriers to improving women's employment opportunities; to set out a range of criteria that need to be considered in developing policies on technology, women and employment; to suggest a number of specific policies that could improve employment opportunities for women in a technology-oriented society.

Technological change is associated with and often central to a number of other inter-related changes affecting employment in Australia which may affect different employees in different ways, benefiting some and disadvantaging others. The introduction of technology may, for example, redistribute employment in favour of more skilled male employees and reduce the demand for labour in some organisations. Its introduction is encouraged by the imposition of staff ceilings in both public and private bureaucracies. In these and other changes, employees most disadvantaged are those who have no access to skilled technical training, and these are most often women and inexperienced girls, many of whom have already been disadvantaged by the trend to part-time employment.

The way people conceptualise society and work influences the way they formulate policies and programs, and there is urgent need to examine critically the implications of each of the visualisations. Concepts such as the information society, the wired society, the post-industrial society, the service society, the age of transition are essentially male technocratic concepts which gloss over or ignore many aspects of technological change which affect women and their employment. The paper discusses some of the ways in which women may be disadvantaged by developments and policies based on these concepts, and urges the need to question access, control, objectives (including hidden agendas), processes, participation and power.

Unfortunately, Australia is largely a recipient and importer of technology and therefore also of ready-made organisational philosophies, processes and practices. Policies appropriate to women and their employment need to recognise: the diversity of concerns and interests of different groups in the workforce (part-time or full-time employees, single parents, immigrants, those on contract, re-entering or made redundant); the diversity of opportunities and pressures (age, education, experience, geographic location, etc.); the variety of possible policies and programs; the need to change occupational, organisational and industry cultures.

The paper goes on to discuss eight basic concepts that need to be developed and included in any policy package, and the need to expand opportunity for females to participate in regulated and systematic post-school skill formation programs such as apprenticeships, both traditional and those created in new fields. Only through equal access to technical skills, to training, to re-training and to recurrent education will women be able to achieve an equitable share and place in employment.

FORD, G.W. 84/AB: 7

The Long-Term Decline in the Employment Opportunities for the Under-educated, Under-trained, Under-experienced and Under-skilled Australians. Address to Rotary Club of Sydney, November 1982. Sydney, NSW: Department of Organisational Behaviour, University of NSW, 1982 [mimeo: 9p.]

The theme of this paper is the urgent need for Australia to develop the skills of its people if it is not to be left behind other countries in its technological development, its balance of trade and its standards of living. At present, Australia seems to be heading rapidly towards becoming a comparatively undereducated, undertrained and underskilled third world nation. The dramatic and continuing decline of manufacturing industry should be a source of deep concern in that this is where technically skilled workers have traditionally been developed. Yet decision-makers in Australia in both private and public sectors seem incapable of finding constructive solutions to employment problems, preferring rather to ignore them or to find scapegoats. Comparisons with countries such as Japan and West Germany highlight the issues.

The Japanese, lacking physical resources, develop their human resources, building up in the workforce a reserve of skills and adaptability. About 92 per cent of Japanese complete twelve years of formal schooling compared with aobut 35 per cent in Australia. On this base, Japanese enterprise has developed a wide variety of on-the-job learning policies and practices, together with some major formal training establishments. Training, research and operation are seen, not as discrete functions, but as part of an integrated human and organisational development plan which produces multi-skilled workers and ensures that adequate training is given to the under-skilled.

Similar policies are to be seen in West Germany where the level of apprenticeship has been raised to over 70 per cent for boys and 65 per cent for girls. Apprenticeship is not confined, as in Australia, to narrow traditional skill areas, but covers the new growth areas of the economy as well, in order to develop a workforce more appropriate to a high technology future. In sharp contrast to these approaches are the rigidities of the Australian apprenticeship system which discriminates against girls and contributes to the unemployment of young people at the same time as skilled workers are imported from other countries.

Looking at the adult world and adult example in Australia today, young people may well view it as the 'rip-off' society - selfish, fragmented, confusing, irresponsible and unemployed. The corporate excuse of concern with 'the bottom line' has little weight in the light of Japanese experience. Australia needs to recognise that the development of human resources is a shared responsbility to be negotiated; is evolutionary not revolutionary; should be targeted to groups and areas of disadvantage and should co-ordinate institutional and experiential learning. We can learn from other countries, but must develop our own policies and practices to meet our own circumstances.

GRUEN, F.H. 84/AB: 8

The Prices and Incomes Accord: Employment and Unemployment. The 1983 Newcastle Lecture in Political Economy. Discussion Paper No. 75. Canberra: Centre for Economic Policy Research, ANU, September 1983 [34p.]

This paper looks first at incomes policies overseas to see how successful they have been and the conditions which seem to make it more likely that incomes policies are successful. Short-run incomes policies do not seem to have achieved much change in the rate of growth of money wages in Britain, USA and Canada. Longer term policies have been successful in a number of countries including the Netherlands, Sweden, Norway and Austria - but in three of these four countries such success has crumbled after some years.

Successful incomes policies are assisted by a common view of the country's economic situation - a process helped by frequent exchanges of views on economic trends among economic technicians, business, labour and government. The size and organisation of pressure groups is also important. Where pressure groups are highly centralised, have power to commit their constituent organisations (as in Austria and Scandinavia) feasible incomes policy bargains are far more likely to be achieved.

The second section of the paper, entitled 'The uphill task of reducing unemployment', dissects employment changes in various ways. It is pointed out that, even though the Labor Party's promise of creating half a million jobs in three years would exceed the greatest number of jobs ever generated in any three-year period (at least since figures were kept in this form from 1967 on), only some 15 per cent of these jobs would have been available to reduce either open or disguised unemployment - if this job target had applied to the last three years (the remainder being required to employ the growing population).

A dissection of changes in unemployment is used to show how the stop-go growth of the last decade has led to the ratcheting up of Australian unemployment levels. There is, in fact, considerable danger of the labour market becoming more segmented with the unemployed being very much at the end of the queue - behind most new entrants to the labour force, behind the hidden unemployed and behind immigrants attracted to the country during brief periods of high economic activity.

A prices and incomes accord is likely to face significant short run, (teething), problems. But even if it does become possible to isolate the current excessive wage settlements, in certain key areas, fundamental longer term problems remain. If wage pressures resume as soon as the growth rate of employment begins to exceed the population rate - as it did in 1979/81 - we are confronted with a very depressing scenario which would condemn us to long term economic growth and high unemployment levels for the foreseeable future. Some observers despair of a centralised wage setting system achieving the requisite degree of wage restraint and advocate a more decentralised 'market determined' system. Reasons are given why a decentralised system of collective bargaining may not, in fact, achieve any greater degree of wage restraint.

GREGORY, R.G. 84/AB: 9

The Slide into Mass Unemployment: Labour Market Theories, Facts and Policies. The Academy of the Social Sciences in Australia Annual Lecture 1982. Discussion Paper No. 76. Canberra: Centre for Economic Policy Research, ANU, September 1983 [32p.]

There can be little doubt that we are watching a slide into mass unemployment both in Australia and overseas. Almost all forecasters can see no significant reduction in unemployment during the 1980s. The very large increases in unemployment over the last few years have been accompanied by extremely high rates of nominal wage increases and, in some years, by increases in real wages (for example, 5 per cent in 1981-82). This is contrary to the theory that excess labour supply, measured by unemployment, should lead to significant reductions in the rate of growth of real and nominal wage increases - a theory which has been the basis of macro-economic policy during the 1970s and which has been diagramatically expressed in the Phillips Curve. Against this background, this paper focuses on the relationships which flow from the demand and supply in the labour market to wage changes.

Part I discusses the Phillips Curve and its collapse, concluding that, while initially an increase in unemployment is associated with some reduction in the rate of increase of wages, a new relationship appears to emerge when unemployment begins to fall, resulting in higher rates of wage inflation at each unemployment level.

Part II considers the acceleration of wage inflation during 1979-82 when unemployment averaged 6 per cent. It examines critically three hypotheses: the expectations hypothesis (anticipation of price increases); the structuralist hypothesis (that demand for labour in some areas exceeded supply, despite high levels of unemployment); implicit contract theories (that perhaps wage increases were never causally related to the level of unemployment per se).

In Part III, the paper looks at some of the policy options being canvassed in response to the inability of conventional macro policies to produce both full employment and low rates of inflation. The Phillips curve approach to controlling wage inflation has not been successful. On the basis of the 1980-82 experience it would have taken about 12 years of continuous employment growth at the rate observed in this period to reduce unemployment from 6 to 2 per cent. With unemployment now at 10 per cent, it would take 24 years to restore full employment. Two points emerge: policies should be adopted quickly to stop unemployment rising further; radical changes are needed in the labour market and wage fixing institutions and processes. The paper considers three options: the Treasury view (unfettered collective bargaining); income policies (more centralised wage-fixing and a prices and incomes policy): inflation tax policies (allowing the market to determine wage levels but imposing a tax on wage increases). Each of these has advantages and disadvantages, though the third seems to have a number of advantages over the first two.

What is certain is that we are facing a problem of achieving low unemployment and low inflation. Monetarism seems to have failed. Perhaps it is time to consider the introduction of radical changes in institutions in the labour market.

CURTAIN, Richard* 84/AB: 10

A Critical Overview of Unemployment Research in Australia. Canberra: Dept. Sociology, Research School of Social Sciences, ANU, May 1983 [mimeo: 37p.]

This seminar paper is a critical discussion of the emphases and directions of unemployment research in Australia. It argues that such research (which has mushroomed in recent years) has reached a dead-end because of (i) a reliance by researchers on an ambiguous, arbitrary and hence highly variable definition of unemployment and employment within the labour force framework, and (ii) important limitations in the theoretical perspective commonly used.

The paper gives an historic background to the development of the unemployment rate as the major indicator of the condition of the labour market, giving rise to the original three mutually exclusive categories of employed, unemployed and not in the labour force. More recently statistical collection has come to cover also other aspects such as duration and hidden unemployment, but the categories still do not accurately reflect the growing complexities and variability of the actual labour force/market. New and more realistic indicators are needed.

The paper continues with a criticism of the excessive reliance on individualised supply-side factors to explain differing unemployment and participation rates. This can be traced partly to the bias inherent in the labour force approach, but also to the limitations of the orthodox neo-classical model based on the assumption of a competitive market in which individuals buy and sell their labour services to their best advantage. Again, this does not accurately reflect a labour market which may be highly structured and non-competitive.

It becomes necessary to shift the focus of data collection and research away from the unemployed as such and towards the description and analysis of the ways in which people are employed. Only by examining this first will we be able to understand why some groups of people are more prone than others to unemployment.

* Now Bureau of Labour Market Research, Department of Employment and Industrial Relations, Canberra

84/AB: 11

. MACINTYRE, Stuart
Work or Starve. Australian Society, Vol.2, No.5, 1 June 1983 [p.19-22]

. WATTS, Rob
The Planners. Australian Society, Vol.2, No.6, 1 July 1983 [p.17-19]

. CASS, Bettina
The Numbers Games. Australian Society, Vol.2, No.7, 1 August 1983 [p.19-23]

. ROE, Jill
History's Lessons. Australian Society, Vol.2, No.8, 1 September 1983 [p.19-21]

These four studies all deal with the Australian approach to employment and unemployment policy. The first looks at changing attitudes to unemployment benefits. Deeply embedded in the Australian consciousness is an attachment to work and an aversion to relief/sustenance/charity which persisted even in times of deep depression such as the 1890s and the 1930s. Hostility to the dole was as marked among the working classes as among the conservative classes. The demand was for work (relief work if necessary) and not handouts or charity. Thus the pre-war period saw many new institutions concerned with wage levels, working conditions and job placements, but little in the way of social welfare. During the 1930s, a sense of entitlement to unemployment benefits began to take root, but it was 1944 before a national system of unemployment benefits was created. Even so the attitudes summed up in the term 'dole bludger' persist, as the 1970s have shown. The outcomes of the present recession in terms of political mobilisation and change are yet to be determined.

The second article argues the need for a complete revision of the concepts and provisions of the welfare state, devised on the basis of full employment and now inadequate for our social and economic circumstances. The article traces the development of the 'welfare state' concept and policies from the 1930s to the 1970s when the pact between the capitalist state and Keynesian-style economic management has come unstuck in the face of mass unemployment and extensive poverty, homelessness and theoretical disarray among economists.

Bettina Cass in the third article discusses the distorted picture of joblessness produced by official measurements. She draws a distinction between joblessness (a private trouble privately borne) and unemployment (a political definition and construct). She points out that measurements and categorisation of unemployment often disguise the actual situation for various groups; for example, the 'full employment' of the 1940s to 1960s actually covered unemployment rates of 4 per cent for women aged 15-19 years and 11-16 per cent for women in country areas. Similarly, age and gender categories now obscure the fact that unemployment today is concentrated in the working classes. These distortions have been reflected in the focus of policies and programs for unemployment.

In the last article, Jill Roe argues that public policy is as unprepared and ill-equipped to deal with unemployment today as it was in the 1930s. It needs to be recognised that unemployment is chronic and not merely periodic. Coping with it requires not merely the base of cash benefits but also capacities for resourcefulness and innovation and an ability to learn from the past.

ANDERSON, D.S. and C. BLAKERS (eds.) 84/AB: 12

Youth, Transition and Social Research. Canberra: ANU Press, 1983 [240p. $

This book is a collection of re-written papers originally given at a seminar towards the end of 1980. Following the publication of the Annotated Bibliography in October 1980, the Education Research and Development Committee provided funding for a seminar to bring together as participants research workers from a variety of disciplines, some senior policy-makers and some persons with experience in working with young people in transition or other programs. The prime purpose of the seminar was to bring together these people with their different perspectives on the transition process and provide opportunity for exchange, interaction and the development of some common identification and understanding of the issues.

The introduction to the book provides a context for discussion of the issues, outlining concepts of 'transition', the close historical relationships between school and work and the social/economic changes which are affecting the patterns of and attitudes to work and education. It goes on to sum up the results of the seminar which, in effect, emphasised the need for closer contacts among policy-makers, researchers and implementers of policy and programs, as well as for systematic exploration of the relationship between research, policy and action so as to ensure that all three are mutually supportive.

The main part of the book is in three sections. Part 1, the Social Context of Transition, is an analysis of social trends and government policies. Karmel discusses current trends and possible future developments in youth employment, unemployment and education participation, postulating two kinds of options for policy/action, both of which would require appropriate economic and educational measures. The first option is to steer young people into employment by providing jobs and training; the second, to keep them out of the labour force through education/training. The implications of these options are discussed as feasible, though not ideal, prescriptions for problems arising from the uncertainties of the society.

Richard Sweet, in Chapter 2, looks at Changing Patterns of Work and Education, arguing that the 'transition' debate has been based on mistaken assumptions about trends in youth unemployment and has obscured the fundamental changes in patterns of teenage employment which will, in the long run, have a profound effect on transition from school. The chapter discusses in some detail the growth in marginal part-time work for teenagers, the decline in available full-time work and the educational responses, concluding that these developments must lead to a fundamental questioning of the relevance of school curricula for the school population of wider abilities remaining longer at school.

In Chapter 3, Kirby discusses Transition Policy and Research. He outlines the background to the Transition Policy, the policy itself and its objectives and the problems encountered in reactions to the policy, in its interpretations and administration, making the point that this Transition Program was one part only of an intended Comprehensive Policy. He argues the need for research, particularly longitudinal studies, which will improve our understanding of the relationship between education and initial employment/unemployment.

Part II, Viewpoints, presents a number of different perspectives on the problems of Transition and on the Research. McKinnon, as an educational policy-maker, notes that education research has little impact on policy/decision-making in Australian education and goes on to discuss some of the reasons why this should be so: they ways the questions are framed; the attitudes of academics to 'useful' research; communication problems; the need for timeliness and relevance in research. He suggests some areas needing research and argues the need for collaboration between policy-makers and researchers.

Burke, in Chapter 5, presents an economic analysis of teenage unemployment, criticising in some detail, the neo-classical analysis that wage adjustments have been a principal cause of teenage unemployment. He argues that changes in employment prospects for teenagers have been the dominant factor in high youth unemployment since 1974 and questions the assumptions behind the Transition Program. What will affect unemployment is action to increase jobs, to redistribute jobs from adults to teenagers or to reduce the teenage labour force. The chapter concludes with a discussion of measures in these categories.

Taylor, giving a psychological perspective in Chapter 6, makes the point that any single perspective is likely to be partial and parochial and that research needs to be related and co-ordinated. The chapter discusses four areas where psychologists have made distinctive contributions: the study of occupational choice; the development of work values; the psychological effects of unemployment; some implications of psychological research for transition policies and services. It concludes with a plea that psychologists should be allowed to play a much larger part in the planning, delivery and evaluation of transition programs.

Pak-Poy, a Council member of the Catholic Commission for Justice and Peace and one who has had first-hand experience of transition programs and their outcomes, looks, in Chapter 7, at the Transition Program, commenting that its objectives do not squarely face the fact that there are not enough jobs to go round. She discusses some of the outcomes - good and bad - but sees no evidence of any real preventative measures or long-term initiatives, arguing that it is false and futile to lay the blame for 'poor transition' on the schools when the major factors are economic and systemic. The chapter concludes by listing some areas for research and action, all of which, in turn, will have implications for education.

An international perspective is presented by King (Emeritus Professor of Education in the University of London). He points out that the real context of all school-to-work relationships is now one of vast and rapid change. We are now dealing with education for uncertainty. The chapter outlines the developing relationship between education and work, the effects of high youth unemployment on concepts of transition and some overseas approaches to post-compulsory education. It concludes with discussion of the need for comparative world-wide perspectives and international co-operation for research, policy formulation and action evaluation.

Part III, Research into Transition, begins with a chapter by Anderson, reviewing Australian research in the area. He notes the up-surge of research studies and school programs, but also the lack of coherence in the research effort. The chapter draws attention to the various meanings that 'transition' could have over and above its present usage of 'transition-to-work', and goes on to discuss research undertaken in the various disciplines: education, psychology, social welfare/processes, economics/labour force studies. In the course of this overview, the chapter raises

some relevant gaps in knowledge and also questions the relation of theory-based research to policy. It points to the need for more longitudinal and case study research and for policy analysis.

The following three chapters deal with research methods appropriate to the formulation of social policies. Power in Chapter 10 focuses primarily on methodological issues, examining some ways in which transition phenomena might be studied and indicating difficulties and limitations of research in the area. The discussion covers inter-disciplinary and developmental-interactional approaches but strongly argues the need for longitudinal and case studies (for evaluation purposes). It concludes with a warning of the danger of devoting more attention to the gathering of information than to reflection on how the information should be used in the development of policy and practice.

Kemmis, in Chapter 11, writes on Action Research. Its eight sections cover What is Action Research?; the revival of interest in it; theory and practice; a model for action research; action research and transition from school; action research and evaluation. The chapter argues the justification of regarding action research as a form of social or educational research in its own right, not merely a 'relevant' form of empirical-analytic or interpretive research. It is to be seen as a systematic process of collaborative review of educational or social policies, programs and practices.

An American perspective is provided by Biddle in Chapter 12, discussing Youth, Research Models and Social Policy. It looks first at the fairly recent evolution of 'youth problems', their causes and the responses to them; then goes on to survey briefly the various forms of social research and their likely contribution to understanding and solving problems of youth in transition. The chapter concludes with some recommendations, including the need to increase the pace of research on youth and to encourage the forming of sponsored research centres concerned with youth. It also notes the limits of the contribution that research can make to social planning.

The concluding chapter, by the editors, attempts to bridge the gulf between research and policy - between what researchers and policy-makers do - by arguing that the linear model implicit in much of the discussion (that is, research→policy→action) does not represent what actually happens. It is argued that policy decisions come first and the role of research is to define, develop and evaluate. The chapter uses the example of formulating a youth policy to illustrate, discussing the components of a youth policy and the contribution of research to its development and implementation.

Appendix 1 contains an important technical paper by Hancock, which points to the imprecise meanings of core concepts in the transition debate. He identifies nine core concepts: employability, employment, risk, skills, transition, transition arrangements, unemployment, work and youth. For each, he lists the range of current meanings and makes comments which may help towards the development of more standardised interpretations.

Both subject and author indexes complete the book.

KARMEL, Peter 84/AB: 13

Learning and Earning - Education and Employment as Activities for Youth. Paper presented to the Learning and Earning Conference, Toowoomba, Queensland, 30 June - 3 July 1983 [mimeo: 23p.]*

The 1960s and early 1970s provide a benchmark against which to measure more recent trends in education and employment. During this period of economic expansion, participation in education at all levels doubled or more than doubled. Education was seen as a form of investment for the nation (and the individual). In the 1980s, the justification for education expansion is often based on education as a form of consumption. The reasons for the different perspectives lie in the changed conditions of the labour market.

The decline through the 1970s in full-time jobs for young people was accompanied by a decline for males in school level participation and for both sexes in higher education. The decision of young people to continue or discontinue education is one influenced by a number of interacting variable factors: costs of further education; expected incomes; employment opportunities; parental support; community attitudes; educational opportunities; intrinsic values of education. The interaction of these factors is affected not only by the social and economic environment but also by the individual's own situation. The decision is the outcome of the individual's assessment of where advantage lies, and from the early seventies to the early eighties advantage was seen by many young people to be outside education - to the point where decline in education participation has become a source of concern to governments. If the decline is to be reversed, education will need to be seen not only as a preparation for working life but as an alternative activity to employment, worthwhile for its own sake. Failing this, unemployment will contunue to worsen for young people.

The paper goes on to outline some fundamental economic and social changes which must condition educational and employment policies for the young, providing relevant tables of supporting information. It covers shifts in the industrial and occupational structures of the labour market and levels of unemployment, pointing out that the labour market has become increasingly biased against young employees and particularly against the less qualified. Technological change has been one of the factors responsible for the decline in unskilled jobs available, which previously absorbed the under-qualified. All of these, together with other social changes have implications for policies relating to the intersection of learning and earning.

Finally, the paper draws attention to issues which need to be addressed. These are presented as clusters round five topics: the relationship between general and vocational education; the diversification of educational opportunities; on-the-job training; alternative activities; financial support systems.

* Now published in The Australian Journal of Education, Vol. 27, No. 3, 1983 [p.260-273]

SWEET, R.* 84/AB: 14

An Overview of Some Issues in Youth Policy and Teenage Unemployment. Paper for Seminar Responding to Youth Unemployment, arranged by the Vocational Orientation Centre at the Royal Melbourne Institute of Technology on 2-3 May 1983 [mimeo: 21p.]

Much of the confusion and ineffectiveness associated with recent measures for youth unemployment stems from inadequate definition of the problem and of the goals of social policy. This paper questions some of the perceptions and assumptions of recent policies and programs. It identifies and discusses five policy goals in relation to youth unemployment: reducing the number of people unemployed; reducing the numbers of unemployed youth as against adults; reducing the unemployment rate of youth without reducing the unemployment rate of the workforce as a whole; reducing the unemployment rate among particular categories of youth without altering the unemployment rate of youth in general; doing something for the unemployed without trying to do anything about unemployment. The implications of each of these options are discussed including questions of redistributing unemployment from youth to adults or from some groups of young people to others; of the extent to which youth can be substituted for adults; of focusing on youth as a category and priority; of ameliorating the unemployment experience with welfare and confidence-building programs.

The policies that will most reduce youth unemployment are those which lead to the greatest economic growth or the greatest aggregate income distribution. But even a return to 'full employment' is not likely to solve the youth labour market problem, since structural changes in the labour market and growing trends such as part-time employment have diminished or altered job opportunities for teenagers.

This is the context within which policies on education participation need to be assessed. These policies attempt to reduce the supply of teenage labour. However, for many young people, education provides few challenges, creates resentment and hostility and prolongs dependent status. Job creation and community service projects can be important tools, but less in reducing unemployment than in engendering confidence and a sense of self and social value. It is dangerous also to advocate as a solution that young people should be conditioned to doing without work, particularly when the advice comes from those who themselves are in secure well-paid jobs.

In the long term there is evidence historically that technology will increase economic growth and jobs, but the question is how the benefits and jobs are redistributed. In most industrialised countries, skills training is a common response to youth unemployment and this is also advocated by many people in Australia on the basis that technology increases demand for skilled workers while it eliminates unskilled work. However, there is little to support the view that increased skills training per se, particularly at the semi-skilled level, will solve unemployment for young people. Already unemployed girls are more highly educated and trained than boys, yet their unemployment rate is about 40 per cent higher. What might make a difference is the type of education and of skills training and the nature of the demand for labour.

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SINGELL, Larry D. 84/AB: 15

Youth Unemployment in Australia: Some Comparative Observations. The Australian Economic Review (Institute of Applied Economic and Social Research, University of Queensland) 3rd Quarter, 1983 [p.46-55]

This article sets out to review the problem of youth unemployment in Australia from an American perspective. Youth unemployment is recognised over the world as a major socio-economic problem. The young (15-24 years) in countries such as the US and Australia account for approximately 25 per cent of the labour force and 50-60 per cent of the unemployed. Thus, efforts to deal with unemployment generally must recognise the special problems of youth. Youth unemployment is a cause of concern not only for the waste of human resources, but also because it affects the future employment potential of the individual and his/her motivation to seek further education and training.

There are four basic views of the causes of youth unemployment: that young people are 1) pushed out by low levels of aggregate demand or declining rates of growth; 2) crowded out by expansion in their own numbers or in female participation; 3) priced out either by wage levels or a narrowed gap between unemployment benefits and wages; 4) structured out by changes in the youth labour market. The paper examines each of these hypotheses, summarising the major findings of research and assessing the impact that each may have had on youth unemployment in Australia.

Summing up the discussion, the paper argues that the substantial increase in youth unemployment rates in Australia since 1973-74 stems from all these four sources. It is difficult to separate the effects of the recession from the effects of the expansion in labour force participation and of minimum wages/unemployment benefits However, it can reasonably be argued that the last two together account for perhaps as much as 25 per cent of youth unemployment.

Taken together, these factors suggest that a policy emphasis on youth unemployment may be inappropriate for a number of reasons: youth unemployment substantially understates the size of the problem since labour force participation of youth is highly sensitive to available job opportunities; for many youth, periods of unemployment are a natural outcome of exploring the career market. However, there is a minority of young people, particularly those who face multiple socio-economic disadvantages, who tend to become the long-term unemployed. Resources and programs should be directed to these.

In the long term, the problem of youth unemployment will be reduced if the linkage between school and work can be improved, so that schools play a greater and more effective role in preparing youth for the job market through improving basic skills, counselling, occupational information. Declining enrolments may provide a significant part of the resources to do this.

Until the system can be moved closer to full employment, a delicate balance must be maintained by policy-makers between the current needs (of all groups in the society) and the future prospects (as represented by youth).

STRICKER, Peter 84/AB: 16

Youth Unemployment in Australia: Dimensions and Measurement. Ph.D Thesis, Institute of Applied Economics, University of Melbourne, March 1983

The aim of this study was to develop an historical awareness of youth unemployment and, secondly, to identify some measure of youth unemployment preferable to the conventional employment measures. The study is based on an examination of data from population censuses between 1921 and 1976 and on detailed analysis of Matrix Tapes produced from the Australian Population Census of 1976.

The study considers two kinds of corrections to the basis of measurement of unemployment of young people. The first of these corrections relates to the measurement of youth unemployment as a labour market situation. It must be recognised that unemployment is a multi-dimensional phenomenon for which no single measure is appropriate. In order to gauge the full extent of youth unemployment it is necessary to use statistical indicators which extend beyond conventionally used published unemployment statistics and to adopt a definition of unemployment which embraces not only unemployment as normally defined (in terms of actively searching, and available to commence work) but also involuntary partial employment and hidden unemployment. The labour market facing youth is complex and dynamic and young people whose employment terminates may subsequently drop out of the labour force without experiencing unemployment. This makes it appropriate to analyse trends in the employment of young people rather than to confine attention to unemployment statistics alone. Moreover, the distinction between a young person who is unemployed (out of work and looking for a job) and one who is a non-participant (out of work and not looking for a job) may well be tenuous, especially when the large number of observed movements between these ostensibly different situations is recognised.

An examination of data from population censuses between 1921 and 1976 highlighting the labour market experiences of young people points to two major findings. First, there has been a long-term rise in the incidence of (measured) youth unemployment. Secondly, there was a major withdrawal from the labour force by youth during the great depression of the late 1920s and early 1930s which was accompanied by increases in rates of school attendance. By contrast, the large level of measured youth unemployment in Australia during the subdued economic circumstances of the mid and much of the latter half of the 1970s has not been accompanied by large-scale hidden unemployment, and the recession-induced attendances at educational institutions are less dramatic.

A second modification to the measurement of youth unemployment is required to obtain insight into the social incidence of unemployment, since unemployment needs to be seen in the context of the range of activities undertaken by youth. This is particularly important when account is taken of the secular growth in attendance at schools or other educational institutions (in many cases in conjunction with involvement in the labour market) and of the likelihood that educational participation may be at least as beneficial from the viewpoint of young people as a commitment to the labour market. Many of the young people in school or other educational institutions may be seen from a social and economic standpoint to be in a 'satisfactory' situation even though their principal activity is not

employment. The view of the labour market in terms of employment which is seen as satisfactory and unemployment which is seen as unsatisfactory is appropriate in the assessment of the situation of those (such as prime age males) with a firm labour market commitment. However, it is not appropriate for youth because of the role of educational participation and the likelihood that educational participation may be preferable to employment when viewed in the context of the entire life span of young people. In a real sense a student may be just as fully employed as a young person in receipt of a wage. A major original theme of the present study is the desirability of rethinking the appropriateness of conventional measures of youth unemployment to reflect the dominance of education as an activity of young people.

Activity profiles are developed in the thesis which identify the total perspective of activities open to young people and facilitate the derivation of broader summary measures than conventional unemployment indicators. The data used in this investigation, derived from Matrix Tapes produced from the Australian Population Census of 1976, permit extremely detailed activity profiles of young people to be derived and have not previously been used to examine the issues which underlie the present study. This approach to assessing the labour market and educational situation of young people is extended by identifying variations in youth activity profiles by sex; ethnicity; and location.

- Papers for publication are currently being prepared
- Clearinghouse Newsletter, November 1983
- The author is now with the Victorian Institute of Secondary Education

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KIRBY, Peter* 84/AB: 17

An Historic Overview of Responses to Youth Unemployment. Address to a Seminar, Responding to Youth Unemployment, arranged by the Vocational Orientation Centre at the Royal Melbourne Institute of Technology on 2-3 May 1983 [mimeo: 9p.]

This paper begins with a short historic overview of Australian youth programs and policies over the last 30 years. The 1950s-1960s were years of prosperity, expansion and labour shortages - a Golden Age which will be seen in the future as an aberration. Yet the expectations of young (and older) people today have been shaped by these years, and present economic and unemployment circumstances leave them confused, bewildered and sometimes belligerent. Responses of governments over the years have been small and inadequate. The paper looks briefly at these before and after the mid-1970s. In the last 10 years, programs have focused on youth and been directed to lowering unemployment either by subsidising youth wages (SYETP or CRAFT) or by increasing participation in education.

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Initiatives needed are in education, training and employment, backed by integrated counselling services, supplementary programs and adequate financial support. Co-ordination of these presents a problem, but less so than ensuring adequacy of effort to meet needs. This requires hard choices in priorities and an assessment of whether the present recession and unemployment are passing phenomena or here to stay. Whatever new programs and initiatives are undertaken, they must not be such as to lower the expectations of young people or rob them of their capacity to cope with changing circumstances and challenges.

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NSW. SYDNEY CHRISTIAN YOUTH NETWORK 84/AB: 18

Unemployment: Curse or Challenge. A Report. Sydney, NSW: Network (c/- Anglican Youth Department, St Andrew's House, Sydney Square 2000), October 1982 [mimeo: 17p.]

The purpose of this report is to consider ways in which the Christian church can respond to and take action on unemployment, in view of the danger that many victims of unemployment will be permanently damaged by its harsh and humiliating effects: material poverty, social stigma, psychological trauma.

The first section of the report gives Facts about Unemployment, covering numbers; who are most affected (geographical location, young people, older age groups, women, migrants, Aborigines, blue-collar workers); the economic costs of unemployment; the social costs (blaming the victim, hardships, health implications, crime rates).

Section 2 considers unemployment and technological change, pointing out that there is a net loss of jobs due to technological change. Workers most vulnerable to displacement and retrenchment are also those subject to unemployment: young people, women, low-skilled workers. Much of the debate centred around technological change is really a debate about the kind of lives we want to live.

Section 3 discusses the Christian response to unemployment, deriving from the New Testament, including expressing concern to governments and sharing individual and collective resources with the unemployed. Other action could be directed to altering community attitudes to unemployment and providing positive support, understanding and compassion. Some working examples of action are given in an appendix.

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AUSTRALIA. DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS. BUREAU OF LABOUR MARKET RESEARCH 84/AB: 19

Youth Wages, Employment and the Labour Force. Research Report No. 3. Canberra: AGPS, 1983 [153p.: $9.50]

The level of the junior wage rate is often said to be an important factor in reducing employment opportunities for young people. Little research has been done on this issue. This study, prepared in response to a reference from the Minister for Employment and Youth Affairs in April 1982, focuses narrowly on changes in relative labour costs of young people during the past 10-15 years and the effects these have had on their relative labour market position.

The eight chapters of the Report are grouped into four Parts. Part I (Chapters 1,2) describes the changing youth labour market in Australia over the past 10-15 years. Part II (Chapters 3,4) deals with the institutional determination of youth wages in Australia and the changes in these and other labour costs relative to those of adults. Part III (Chapters 5-7) presents a theoretical exposition of the role of wages in the labour market and discusses responses of labour demand and supply to changes in wages both overseas and in Australia. The final Part IV (Chapter 8) reviews the major conclusions of the study and considers the implications of the findings for labour market policies and for further information gathering and research. Appendices provide technical and background information and a listing of important points precedes the main Report.

Teenage employment had been declining for some years before the onset of the recession in 1974, but growth in the teenage population had been offset by declining teenage participation in the workforce, so that teenage unemployment remained more or less constant during the period. The dramatic increase in teenage unemployment rates after 1974 resulted largely from a continuing increase in the teenage population (though at a slower rate than the adult population increase) together with increasing labour force participation rates. Most of the unemployment rise was in the full-time labour market, in which opportunities declined for all groups, but particularly so for teenagers. A number of factors may contribute to this teenage disadvantage in the labour market, such as employers' views on young people's educational qualifications and stability as workers; preferences for older employees; recruitment and retrenchment practices; changing industry structures; a declining share of public service employment. In all, the recession is seen as a major factor in the poor employment opportunities of young people relative to adults. On the other hand, a number of Commonwealth programs, wage subsidies and other initiatives may have helped to stimulate youth employment in some sectors. On the role of youth wages relative to adult wages there has been little agreement. Hence this study.

The institutional system of wage-fixing has given little attention to junior award wages. These are usually determined, explicitly or implicitly, as a percentage of the adult award wages and questions of relativity have rarely been explicitly addressed. Thus many junior awards appear arbitrary and ad hoc. Since 1982, there has been considerable compression in relativities between adult and junior wages. Research for

this study shows that junior wages rose by 8 per cent relative to those of adults between 1972 and 1974, the greatest compression being for the youngest juniors (14 per cent for 17 year olds). Since then there have not been major changes in the relativities, though Commonwealth subsidies to employers may have been an off-setting factor in youth employment, covering about 2 per cent of employed teenagers.

In estimating the effect of youth wages on teenage employment, the study uses the neoclassical economic theory which postulates that wages play a primary role in matching labour supply and demand. Overseas studies have produced a general agreement that the demand for youth labour falls as youth wages rise relative to adult wages but there is no agreement on the magnitude of the relationship. Previous Australian research has not yielded any reliable estimates of the effects of relative wage changes on youth employment.

A number of BLMR studies into the demand for labour have yielded the following results: employment of young males and, especially, females is responsive to changes in their wages relative to those of adults; employment of young males falls when there are increases in their wages relative to those of adult males and, especially, of adult females; employment of adult males is not strongly affected by changes in relative wages. These findings have to be qualified by various shortcomings in the data available. However, it can be taken that increases in youth wages relative to those of other groups decrease employment of youth (and vice versa); the impact of wage changes will differ between industries, occupations and the public and private sectors; the change in junior/adult wage relativities between 1972-74 is consistent with the failure of youth to maintain a proportional share of employment after 1974.

The findings of the study could have a number of implications for labour market policies which might reduce the costs of youth labour and increase teenage employment. Such initiatives fall into two categories: government subsidisation of youth wages and/or other labour costs, and decisions by industrial tribunals on youth wage levels. Other policies might be aimed at increasing the productivity of young people including action to increase school participation and to provide further training programs.

Factors affecting the labour market position of young people are complex and inter-related, but there is a lack of comprehensive and rigorous research in these areas. The Report identifies a number of areas for further information and research. It indicates a need for better data on labour costs, award wages, general wages and non-award payments. Further research is necessary also into the relationship between wages and the demand for and supply of youth labour. All of these issues could be investigated separately but greater insights would be gained from co-ordinated research which recognises the inter-relatedness of aspects of the youth labour market.

LEWIS, Philip E.T. 84/AB: 20

The Role of Relative Wages in the Substitution Between Young and Adult Workers in Australia. Working Paper No. 19. Canberra: Bureau of Labour Market Research (BLMR), Department of Employment and Industrial Relations, January 1983 [29p.]

It is of interest and importance to labour economists and to policy-makers to know how far in the labour market one age group can be substituted for another and the role of wage relativities in determining the employment opportunities of young people relative to adults. This paper describes the application of the constant ratio elasticity of substitution (CRES) model proposed by Hanoch (1975) to Australian data in order to estimate how far junior wage levels reduce employment opportunities.

The paper reviews previous overseas studies, discussing problems of interpretation and accountability and pointing out that the results from overseas are conflicting and confusing. It also notes the results of two Australian studies into labour market segmentation, but concludes that there is little reliable existing evidence on the substitutability of different categories of labour in Australia.

The main body of the paper describes the model and the data, and further detail on these is given in the appendix. For lack of adequate data, the application of the model is to full-time employment only. This is an important omission since there is some evidence that employers substitute part-time workers for full-time, particularly in the youth labour market (83/AB:39).

On the basis of a given increase in wages, the paper finds that adult males can be substituted for all females; adult females can be substituted for all other workers but particularly young females; young males cannot be substituted for adult men but can be substituted for adult and young females; young females can be substituted for all other workers but particularly adult women. However, the results are subject to various qualifications and no doubt different results would be found by different estimates.

The elasticity of demand for a group of workers depends on the degree of restrictions, both technical and institutional, preventing other groups of workers from undertaking the work of that group. Young workers have not accumulated a sufficient stock of skill, experience, attitudes to work, etc. and this makes them poor substitutes for adults. Conversely, adults are easily substitutable for young workers. However, account must be taken of institutional factors such as apprenticeships, which favour young males and to which adults do not have access in the main.

The results suggest two types of action to reduce relative youth unemployment: reducing the relative wage costs of young workers through subsidies or wage adjustments; increasing the degree to which they can be substituted for adult labour by subsidies for youth training.

MILLER, Paul W. 84/AB: 21

The Role of Labour Costs in the Youth Labour Market: An Overview of the Evidence. Discussion Paper No. 65. Canberra: Centre for Economic Policy Research, ANU, March 1983 [47p.]

In recent years there have been many studies, particularly in the U.S. and Canada, examining the effects of changes in labour costs on the teenage labour market. Many of these have focused on the effects of a legislated minimum wage on teenage unemployment. Two major findings of this research could be of critical importance for Australia: (i) a rise in the minimum wage appears to have only a modest effect on teenage employment, reducing it by 0.1-0.3 per cent; (ii) a rise in teenagers' own wages has a much greater effect, reducing teenage employment by over 1.0 per cent. This paper sets out to survey the research on the impact of labour costs on the youth labour market and to comment on the applicability of major overseas research findings to the Australian youth unemployment problem.

Section II discusses five main themes of the research literature: the competitive framework as the theoretical basis of the estimating equation; minimum wage versus own wage elasticities (i.e. the differing effects on employment of a rise in the minimum wage or in the group's own wage); employment versus unemployment effects; implications of higher youth wages for the compensation package (employment benefits other than wages); income distribution effects (whether a minimum wage actually guarantees equitable distribution of income).

Section III, the main section in the paper, discusses the empirical evidence for the theories indicated in Section II. It deals first with some methodological issues: measures of labour force status and of the cost of labour; the business cycle and other variables. It goes on to look at the empirical results, first, from overseas studies and, secondly, from a number of Australian studies. Section IV deals with the relationship between average wages and minimum wages, finding that, in contrast with overseas experience, rises in the minimum wage in Australia do flow on to other wage levels.

Section V sums up the conclusions of the paper. It notes the wide gap between theoretical and applied research, which affects the reliability of results. However, some valuable lessons can be learnt from the review, relating both to empirical results and to the appropriateness of research methodology. It seems quite clear that higher labour costs lower employment and increase unemployment, though precise levels are difficult to estimate. Overseas findings about the effects of minimum wage increases are not directly relevant to Australia. Changes in wage rates are not an effective means of altering the distribution of incomes, since they do not guarantee that there will be sufficient employment to provide the income. Australian research should take note of the focus in recent overseas studies on employment equations rather than unemployment equations.

Perhaps the most important funding is that 'the own-wage elasticity of teenage employment demand exceeds unity'; that is, that a rise in teenage wages means a drop in teenage employment. This is a useful indication of probable teenage labour market reactions to changes in labour costs, implying for example that a 5 per cent cut in teenage wages could be associated with an increase in teenage employment of around 32,000 persons and a reduction in the unemployment rate of 4 per cent.

TRAVERS, Peter 84/AB: 22

Unemployment and Life-History: A Pilot Study. SWRC Reports and Proceedings, No. 30. Sydney, NSW: Social Welfare Research Centre, University of NSW, June 1983 [75p.]

This Report describes the preliminary findings of a larger study being conducted to examine the life-long effects of unemployment. In the main study, a comparison will be made between two groups of men born in Australia between 1905 and 1917 who survived the depression of the 1930s in S.A. One group experienced unemployment; the other had stable work throughout the period. The purpose of the whole project is to find out whether sustained unemployment led to cumulative disadvantage for the unemployed, locking them out of later job opportunities, undermining health and leaving them psychologically scarred. The purpose of this pilot study is not to reach definite conclusions but rather to raise the methodological problems and test some initial assumptions.

The Report is in three sections. The first section is a literature review of studies, mainly British or American, undertaken with a particular concern to learn from their methodology. The studies also highlight problems in this kind of investigation and indicate a need to focus on three specific questions: the association between unemployment and poverty; the kind of causal attribution made by the unemployed; the possibility of the former unemployed being 'tracked' into the secondary labour market. The studies surveyed, though helpful in specifying key questions, do not give any firm indication of whether unemployment might be expected to have enduring consequences, for the reason that where unemployment has an effect it is generally in interaction with some other factor.

Part II of the Report describes the setting (Adelaide in the 1930s depression); the research design and sample selection; a profile of the unemployed and then some preliminary results. The sample is a panel of 138 men born in Australia between 1905 and 1917 randomly selected (for a different study) in 1979 from the electoral roll. This Report is based on the 66 interviews completed with this group so far. Methodology of the interviews combines: a standard sociological survey questionnaire; a life-history chart on which to trace the year-by-year job history of the respondent and his wife; a tape-recorded oral history session. Experience has helped to streamline the interview procedures, but they still take about one and a half hours.

Results so far indicate that unemployment was seen as a very negative experience, though the sheer scale of unemployment made people feel that 'everybody was in the same boat'. The depression and unemployment were seen as external, specific and unstable, not a cause of self-blame, but they did leave an enduring concern for security. There is no sign of the former unemployed being tracked into dead-end jobs, though the intervention of World War II must be taken into account.

The third and final section of the Report discusses the proposed continuation and enlargement of the study and the measures to ensure that its findings are truly representative of this age cohort.

TURNER, Michele 84/AB: 23

STUCK! Unemployed People talk to Michele Turner. Victoria: Penguin, 1983 [263p.: $6.95]

The author of this book worked for several years with the CES and then with CYSS groups in Victoria. The book grew out of her frustration with the extent of the problem of unemployment and the fact that the problem was being so largely ignored by the community generally. The myth of the 'dole bludger' was being accepted not only by the employed, but also by some of the unemployed themselves. Yet direct contact with unemployed people makes it very clear that being unemployed is a miserable experience with very negative effects on the lives of the people involved. It is an economic problem which should not be blamed on the victims.

The Introduction to the book by Keith Windschuttle provides an overview of recent unemploument in Australia. The book itself largely records the experiences and feelings of a variety of unemployed people expressed directly in their own words. The material was gathered by the author in informal interviews with nearly two hundred people in Victoria. The author used a renovated truck set up as an informal interviewing room and parked for two or three days outside CES offices in various suburbs to make contact with the interviewees. Most were only too happy to talk to a sympathetic audience in such a setting and to help with the project. The interviews lasted between half an hour and several hours. Those included in the book have been selected to present a range of different backgrounds and experiences and each has been cut back drastically while preserving the rhythm and character of the original.

Part 1, Who Can't Get a Job? consists of five chapters illustrating that, because there are not enough jobs to go round, competence and flexibility are not enough; the twenty year-old and the fifty year-old are easily displaced, the former by the lower paid juniors, the latter by the experienced forty year-olds; a degree is no longer a work ticket in any field; the less skilled are being replaced by the more skilled and qualified who have not been able to get jobs at their proper level; many people, mostly women, whose spouses work can get neither work nor unemployment benefits.

Part 2, Surviving Unemployed, looks at some of the effects of being unemployed: in supporting a family; being trapped at home indefinitely as a 'dependent child'; losing a sense of identity; becoming physically ill from tension, depression and bad diet; finding that unemployment and idleness exacerbate the effects and difficulties of other stressful happenings.

Part 3 covers other aspects of the present labour market situation: worse working conditions; part-time work; lack of security; the resort to crime; a return to school; social alienation.

There is a list of the people interviewed and included in the book with some additional information about them. A final section gives some explanatory information about terms used in the book.

BURBIDGE, Andrew, Joe CAPUTO and Les ROSENBLATT 84/AB: 24

'They Said We'd Get Jobs'. Employment, Unemployment and Training of Migrant Workers. Fitzroy, Victoria: Centre for Urban Research and Action, March 1982 [77p.]

Despite the fact that more than a quarter of the Australian workforce comprises people born outside Australia or in Australia of non-English-speaking parents, there have been relatively few studies of their circumstances and problems. This publication has brought together three small-scale studies of particular ethnic groups: Turkish, Indo-Chinese and Italian workers. The studies (carried out in 1979 and 1980) examine the labour market conditions for these groups and assess the policies and programs intended to provide assistance to non-English-speaking workers. The studies are largely based on interviews with samples of workers in the three groups.

The first report is based on a sample of 100 Turkish workers (85 of them male). Ages ranged from 15 to 57, one-third being 25 years or younger. It found that Turkish workers were concentrated in the two most vulnerable manufacturing sectors (car and clothing industries) and obtained their first jobs as labourers or process workers, very few being in clerical or professional occupations. Rates of unemployment were higher than among Australians. The study looks at some of the causes of unemployment, the problems experienced and suggestions for improved programs and other support.

The second study examines the experiences of recently arrived Indo-Chinese refugees settling into Australian society and employment. In August 1980, 14.9 per cent of workers who had arrived in Australia in 1979/80 were unemployed, indicating the special difficulties for groups such as the Indo-Chinese. This study used small samples of Indo-Chinese workers and families in various parts of Melbourne, and much more research is needed for an accurate assessment of conditions and problems. This study found high levels of unemployment, job insecurity and competitiveness for semi-skilled and unskilled work , leading to inter-ethnic hostility. Women and young people particularly suffer unemployment and are less well organised than men to protect their jobs. Long periods of unemployment increase family tensions and problems. Working conditions are often unsafe and unhealthy.

The third study was a survey of unemployed Italians in Northcote, Melbourne, to ascertain duration of and problems associated with unemployment. This is discussed within the context of Italian immigration to Australia and to Victoria and the employment/unemployment patterns of Northcote. The study found that the local structures, services and community facilities had not adjusted to the needs of different ethnic and cultural groups. For these, unemployment brings diverse and severe problems. Young people, in particular, are severely affected by loss of dignity and the shattering of the high expectations which have been encouraged by the society. The frustrations are reflected in an increasingly self-destructive tendency among young people and in violent behaviour born of boredom, desperation and cultural conflicts. And these effects are felt not only by the young people themselves, but by their families and ultimately the society.

FEATHER, N.T.* 84/AB: 25

Unemployment and Its Psychological Correlates: A Study of Depressive Symptoms, Self-Esteem, Protestant Ethic Values, Attributional Style and Apathy. Australian Journal of Psychology, Vol.34, No.3, 1982 [p.309-323]

There is a relative lack of systematic research into the psychological effects of unemployment and into ways of preventing or alleviating the psychological damage it may cause. This study sets out to explore the correlation of unemployment with the variables mentioned in the title above. It is cross-sectional in nature involving a comparison of young employed and unemployed respondents tested in September-October 1979. The employed sample comprised 78 young people (39 male, 39 female); the unemployed sample, 69 persons (32 male, 37 female). None were students and all were from metropolitan Adelaide.

The article begins with discussion of some of the theoretical assumptions involved in the general hypotheses, drawing on a number of previous research studies on the variables listed. It describes the characteristics of the young people involved (age, education, family background, work experience, unemployment duration) and the five-part questionnaire. The results are detailed in tables as well as text.

The study found that unemployed males and females tended to report more depressive symptoms and to be lower in self-esteem than the employed young people. Unemployed males also had lower Protestant Ethic (PE) scores and lower scores for both good and bad events, compared with employed males. Given the nature of the study, it is not possible to specify the direction of cause and effect in these findings. Longitudinal studies would be needed for this.

However, secondary analyses of the data suggests that being unemployed may have determined some of the differences. Both lower self-esteem and less effort to find a job were associated with increasing time out of work. The active search for work was associated with higher self-esteem, stronger PE values and lower apathy. This seems to indicate that continued unemployment affects the person in ways which reduce the probability of finding a job.

The present findings do not permit simple conclusions about attitudinal style differences in relation to employment status or sex, though they do indicate the importance of including sex as a variable in this kind of study. Future studies should be designed to obtain information on such additional variables as work involvement, job aspirations, sex-role expectations, work histories and alternative life styles. In the long term, these investigations should also take account of changing sex-roles and society's reactions to these changes.

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. CLARK, Alfred W. and Maureen P. CLISSOLD 84/AB: 26

Correlates of Adaptation among Unemployed and Employed Young Men. Psychological Reports, No. 50, 1982 [p.887-93]

. CLARK, Alfred W.

Unemployment and Activism. Melbourne, Victoria: Department of Sociology, La Trobe University, 1983(?) [mimeo: 10p.]

On the assumption that structural unemployment in Australia is likely to continue, the first of these studies sets out to investigate modes of adaptation of this situation and the variables which influence them. Adaptation may be passive acceptance or active adaptation of either a socially acceptable or a socially unacceptable kind. Relevant variables include support from peers, family and community and past experience of success or failure, particularly at school. The hypothesis was that for both employed and unemployed, social support and past success would be associated with personal competence and adaptation; that unemployed young men would report lower social support from family and community but not from friends, greater past failure, lower feelings of competence, less agreement with traditional values and a more activist adaptation than employed young men.

A comparative cross-section design was used for the study. Interviewers contacted 126 unemployed and 59 employed young men between 15 and 20 years, approaching them in shopping centres, milk bars, amusement parlours and outside factories and employment agencies in working class areas. These respondents completed a questionnaire in which three sections dealt with family, friends and community support; another three with perceptions of past success and personal competence; another three with adaptation to unemployment and the final section compared the respondent's perceptions of the values of older people with his own.

The paper details the results and discusses them in relation to the hypotheses and the qualifications/limitations of the study. Unemployed respondents reported less social support from their families than the employed, but there was no difference in the perceptions of both groups in relation to friends and community. Nor was there a difference between the groups in perceptions of past success or present competence. The unemployed adhered to traditional values more than the employed but also reported a greater tendency towards political activism and lawlessness.

The second study replicated the first, using 100 unemployed and 100 employed young men between 15 and 20 years, and confirmed the original findings. The unemployed reported a greater inclination towards political activism and lawlessness than the employed, and these attitudes were associated with the attitudes they attributed to their parents and friends. The findings suggest that unemployment may increase political participation while at the same time increasing the likelihood of law-breaking and violence. They indicate the need for attention and action by both social scientists and policy makers.

FINLAY-JONES, Robert and Bob ECKHARDT 84/AB: 27

A Survey of Psychiatric Disorder Among the Young Unemployed of Canberra (final report). A Report submitted to the Research and Development Grants Advisory Committee, Australian Department of Health, 1982 (Copies may be obtained from Dr Finlay-Jones, Research and Evaluation Unit, Mental Health Services of W.A., Selby Community Centre, Selby Street, Shenton Park, 6008 or Mr Eckhardt, 42 Dalrymple Street, Red Hill, ACT 2603)

The stimulus for this study came from a Canberra group of young unemployed people, Jobless Action Inc. Its purpose was to establish the prevalence of psychiatric disorder among a sample of young unemployed people living in Canberra in 1980. Particular aims were to establish the prevalence of psychiatric disorder; its comparability with other Australian samples; the severity of symptoms; the duration; the association with unemployment; the personal and social factors affecting the risk.

The report begins with a literature review in four categories: reports based on aggregate indices such as the community's unemployment rate and its suicide rate; studies of the psychological health of unemployed individuals; theoretical papers on the likely psychological significance of unemployment (particularly in lowered self-esteem and depression); studies on aspects of unemployment and characteristics of the unemployed person which might predispose to psychiatric disorder. Some of the difficulties of definition and ascribing cause and effect in dealing with the 'soft' facts of the social sciences are discussed.

Chapter 2 discusses what is meant by psychiatric disorder and methods of measuring it. This survey used a General Health Questionnaire (GHQ) designed to detect states of anxiety and depression of recent onset, choosing a sub-sample of respondents to the GHQ for a subsequent interview with the psychiatrist on the team, using a standardised interview schedule, the Present State Examination. The results were then analysed by two internationally used computer programs, the Index of Definition and CATEGO.

A detailed account of the sampling and interviewing is given in Chapter 3, covering the design of the first interview; selection and training of interviewers; the design of the second interview and integrating the phases of the survey. The chapter also discusses the difficulties involved in contacting the sample and other problems which reduced the number actually taking part in the survey.

Chapter 4 is a detailed analysis of the results, giving a social and demographic description of the sample; the results for each particular aim of the study. A final chapter sums up the study and its conclusions. Seventeen pages of tables and figures, three appendices and five pages of references provide further detailed information.

In summary, the report shows that there were 2,150 people aged 16-24 years in Canberra who were registered with CES offices as seeking full-time work. A random sample of 716 (one in three) of these people was selected for the survey and a total of 401 took part in the study (56 per

ACT EMPLOYMENT TASK FORCE 84/AB: 28

Report. Canberra: ACT Employment Task Force, April 1983 [303p.]

This Task Force was set up in November 1982 to collect information on unemployment and its effects in the ACT and to establish an ongoing means of doing this; to collect information on viable job support and job generation projects within and outside the ACT; to identify existing projects in the ACT which should be funded, initiate others and provide financial, expert and other support for such projects. This Report covers all these items in its six Parts together with Appendices.

Part II is a four page overview of the ACT labour market and a summary of the major recommendations. Part III is a labour market analysis of Employment; Part IV of Unemployment. Part V deals with Persons Not in the Labour Force and Part VI discusses ACT programs in various categories. Appendix 1 describes Employment Assistance Schemes and Appendix 2 provides further statistical information.

The ACT labour market differs from those in the States in a number of ways: a very large public sector (58 per cent of the workforce) and a small and diminishing private sector dominated by finance and retail industries, entertainment, building and construction; a high proportion of white collar occupations, a low proportion of trade/manual occupations and a lack of semi-skilled and unskilled jobs; a high rate of labour force participation and of female participation in the workforce and high rate of teenage unemployment, particularly of male teenagers. In the ACT, there are greater and more frequent fluctuations between numbers employed and unemployed, than there are elsewhere. Contributing to these fluctuations are: the lack of a broad diversified private sector; a dependence on government employment and expenditure; the small size of the local population and economy; the different pattern of labour force participation.

Employment opportunities in the ACT have been drastically reduced since the mid-1970s by the recession, by curbs on government expenditure and by the resulting decline in the building industry. In January 1983, there were a record number of persons unemployed (10,600 55 per cent aged 25 and over; 60 per cent males); a median duration of unemployment (increasing with age) from 17 weeks for teenagers to over 34 weeks for persons 45 years and over; a definite correlation between early school leaving and unemployment; a higher rate for persons born overseas (6.3 per cent: 4.5 per cent); a rate in excess of four times for Aborigines (21 per cent: 5.1 per cent).

The following groups were identified as most in need of special assistance: long-term unemployed persons, both youth and adults; teenagers, especially young males; specific disadvantaged groups (disabled, Aborigines, migrants). The recommendations of the Report cover job creation, job skills and training programs and programs to encourage greater participation in education.

HORINEK, Josef 84/AB: 29

Youth and Employment Prospects in Western Sydney. Vols. I and II. Prepared for the Western Sydney Regional Organisation of Councils (WSROC). Vol. I: Report and Recommendations; Vol. II: Appendices. Blacktown, NSW: WSROC (P.O. Box 63, Blacktown, 2148), February 1983 [Vol. I: 128p; Vol. II: 193p.]

WSROC is a voluntary organisation of nine councils in the Western Sydney region (see Newsletter, November 1982), concerned with increasing employment opportunities and improving transport, health, education, community services and government administrative arrangements. Youth unemployment in the area has reached epidemic proportions, and this Report sets out to identify, for local and regional authorities, the factors affecting youth employment; to evaluate the effects of Federal and State policies on employment; to identify new youth employment projects at local or regional level; to contribute to the understanding of employment policies and issues among local and State officials, business, educators and the community.

Section I of Vol. I of the Report provides an introduction and a summary. Section II covers employment and unemployment of young people in the area. It identifies five particular areas where statistical information is lacking, and goes on to discuss the demography of youth employment in Western Sydney; unemployment in the area; labour market segmentation. The Report analyses fundamental changes in the processes of production and the organisation of work, not only in relation to the domestic economy but also in relation to our competitive position internationally. These changes can be seen in such trends as the substitution of plant for labour; the increase in part-time employment; declining job opportunities for the manual and unskilled worker. Thus large numbers of young people in Western Sydney have not the skills necessary for jobs available nor are job opportunities equal to the demand for jobs.

Section III deals with Federal and State government programs in the region, discussing the various barriers to access and the outcomes of participation in the programs. The programs have in general been inadequate because the training and skills provided have been directed to jobs fast disappearing in the structural changes of the labour market. Also, little account has been taken of the particular characteristics of disadvantage which apply to large numbers of young people in the region. But basically, programs will not remedy the decline in job opportunities.

Section IV details a range of options that could be pursued in Western Sydney, arguing the need to recognise social priorities over mercantile considerations. The problems are too massive to be solved quickly or simply, but the demonstration effect of positive action is important and beginnings can be made in small ways. Finally, the Report stresses the need to involve young people themselves in the development of employment opportunities so as to reduce the pessimism and alienation resulting from their feeling of exclusion from social processes. In life, as in the job market, young people are too often treated as simply a commodity to be used.

cent or one in 5 of the total unemployed persons). Of these, 56 per cent were judged on the GHQ to be psychiatric 'cases' - the highest case rate ever reported outside a hospital clinic and comparing with a community sample rate of 10-12 per cent.

The validity of this high figure was checked by a subsequent interview conducted by the psychiatrist with a weighted sample of 72 people using the standardised interview schedule mentioned above. The computer analysis of these results reduced the probable case rate to 49 per cent, compared with the community rate of 9 per cent on a similar analysis.

Three-quarters of the psychiatric disorders were states of depression; the remainder, states of anxiety. The average duration was 10 months.

The report estimates that, for every 10 cases of psychiatric disorder detected, about 4 have become cases after 6 months unemployment; 2 after two months and under the stress of some other incident in their lives; another develops symptoms after about 1 year of unemployment, probably as a result of some other stressful incident; and 3 were ill before becoming unemployed.

Those most at risk were found to be women (56 per cent to 43 per cent); men and women who had been dismissed from their jobs; women who had resigned from jobs; men who had no ready access to even trifling sums of money for borrowing ($100) or who had debts.

The difficulties of this kind of survey limit the firm conclusions that can be drawn, but the report claims its results as showing that unemployment is a potent social determinant of psychiatric disorder. It points out however that there is no single thing called 'unemployment', and a number of aspects of unemployment need far greater exploration. These include the personal meaning of being dismissed rather than being one of many who are retrenched or of never getting a job after leaving school; the high rate of effect on women and on women who resign jobs; the ramifications of not having enough money, of having no ready access to borrowing for emergencies, of having debts; the crippling effect of boredom, of not knowing what to do with time.

KING, Susan E. 84/AB: 30

School Leaver Employment in a Community Context: Expectations of Employers, School Leavers and Young Workers. A Report to the Commonwealth Department of Education. Vol. 1: The Study [148p.] Vol. 2: Data Collection Instruments and Related Material [91p.]. Canberra: Sociology, Research School of Social Sciences, ANU, 1983**

This study (reported in Abstract B36) examines issues of school leaver employment in Goulburn, NSW, focusing on school leaver job acquisition and job adjustment. Vol. 1 reports in detail on this study. Part 1 provides an overview of the research and the report. The three chapters of Part II describe the background: the town of Goulburn; organisations involved with education and employment of young people; impressions of school leaver employment in the town. Chapters 5 and 6 in Part III deal with the responses/perceptions of school leavers and employers in Goulburn. Part IV serves as a self-contained summary of the study, outlining the research design and summarising and discussing the findings. Vol. II of the Report contains most of the data collection instruments and related material.

The study was in three main phases. The (first) Background Phase, involved informal interviews with 21 local people involved in the education/employment of young people in Goulburn, together with the collection of demographic information about the town. The (second) School Leaver Phase was the distribution of two questionnaires to 1981 school leavers from two government and two Catholic secondary schools: the first questionnaire distributed in November/December 1981; the second, in July 1982. The questionnaires enabled comparisons to be made of the outlook, attitudes and experiences of school leavers at the time of leaving school and again eight months later. The (third) Employer and Young Worker Phase involved interviewing and administering questionnaires to an employer and a young worker in each of 23 organisations, and provided information on employer selection of and attitudes to school leavers.

Goulburn, at the time of the study, was found to be a fairly conservative town in difficult economic circumstances but still with some indications of an anti-dole-bludger sentiment. School leaver responses showed that two-thirds expected work to be better than school and four-fifths found it so. Though pessimistic about employment prospects, they were individually optimistic about getting a job. Trades, clerical and sales jobs were favoured occupations on tradition gender lines. About half the school leavers were reasonably accurate in knowledge of dole payments and about half did not know whether they would go on the dole if unemployed after leaving school; but, by July 1982, two-thirds either had been on or were prepared to accept the dole. Four-fifths had had some experience of work while at school; by July, over two-thirds were in full-time jobs or apprenticeships, mostly in their hoped for occupations. The study indicated an advantage for Catholic school leavers in finding jobs, mainly through early arrangements.

Young worker employment seemed to be influenced by the wage structure

** Now published by AGPS, 1983 [129p.]: $6.90.

(preference for junior rates) but not by youth employment subsidy schemes. Employers placed emphasis on personal characteristics of applicants in selection and did not seem to have changed their criteria for and methods of selection, though there was greater use of the CES and some raising of standards. The findings of the study are discussed in categories of neutral, positive and negative.

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LANGLEY, P.C.* 84/AB: 31

The Distribution and Duration of Unemployment in Townsville. A Micro-Data Analysis. Paper presented to the Conference on Unemployment in the 1980s, University of Wollongong, NSW, July 1982. Victoria: La Trobe University, July 1982 [mimeo: 17p.]

This paper uses micro-data from a recently completed household survey of Townsville to test the capacity of discriminant analysis to assess the extent to which the personal characteristics of individuals and their recent labour market experience contribute to or are associated with their reported degree of labour force attachment. The study compares three groups: unemployed active job seekers; discouraged or inactive job seekers; those not currently in the labour force. These groupings are defined (more or less in ABS terms) and the statistical procedure described in Section 1 of the paper.

The analysis is based on a total sample of 941 usable questionnaire responses: unemployed persons - males 44, females 61; discouraged workers - males 14, females 94; persons not in the labour force - males 131, females 597.

Section 2 describes the characteristics of the sample: age, family status, educational qualifications, labour market experience, time since last job, reasons for leaving last job. The remainder of the paper applies discriminant analysis to each of the three groups and then to all groups. The paper concludes that discriminant analysis is a potentially powerful tool for the analyses and classification of labour market groups, in the light of its capacity to identify subsets of personal characteristics and labour market experience variables as discriminating characteristics.

DICKSON, Damian 84/AB: 32

Employment Research Project - July-December 1982. Cranbourne, Victoria: Westernport Regional Employment Committee (State Government Offices, 33-39 High Street, Cranbourne 3977), March 1983 [37p.]

The Westernport Region covers 13 municipalities and the Employment Committee has representation from most of these areas in fields such as industry, local government, employees and welfare groups. This research, carried out over the second half of 1982, was designed as a forerunner to a larger labour market survey to be carried out in 1983-84 in association with the Ministry for Employment and Training. The report embodies the response to three separate questionnaires: to employers, to careers teachers and to local government authorities in the area.

The employer survey, mailed to 1,163 employers (not necessarily a representative sample) was returned by 450 of them. The report gives information on the size of company; type of employment; projected employment in 1983; employment forecasts; use of government employment services and schemes and suggestions for improving these; methods of recruitment; attitudes to employment issues and concepts of major causes of unemployment. Responses indicated gloomy forecasts for employment, with retrenchments and the substitution of part-time for full-time employment. For recruitment of staff, 40 per cent of employers relied on 'private' sources, friends, other employers or applicants making initial contact. Metropolitan and local newspapers were used by 20 per cent each and the CES by a similar percentage. On employment issues, one-fifth of employers believed there were enough jobs to go round; one-fifth thought men should be employed before women; one-third blamed the education system. Over half the employers (52 per cent) selected union wage demands as one of the three major causes of unemployment. Additional comments on the questionnaire indicated views on a range of topics and included considerable criticism of the attitudes and capacities of young people.

The careers teachers' questionnaire was mailed to 58 schools and 36 responded, giving information on Work Experience programs, employment information sources and their place and relationships in the school. Many of the replies assumed that the persons conducting the survey had a considerable knowledge of schools and so were difficult to interpret. Work experience seemed to be thought valuable.

The third questionnaire surveyed the thirteen local government authorities. Only six replied. Responses indicated that councils generally had little concrete idea of the extent of employment/unemployment in their area, mainly because CES figures were no longer released. All expressed concern about the plight of school leavers but efforts to create employment were negligible or non-existent and they seemed to feel that responsibility for job generation lay with the Federal Government. Closer liaison between councils, schools and local employers was seen as being beneficial.

See also

. BOTTOMLEY, Margaret. Youth Unemployment in the Westernport Region: Attitudes and Experiences of a Sample of Employers. Dandenong, Victoria: Dandenong College of TAFE, February 1983 [9p.]

PHILIP, G. 84/AB: 33

The School Leaver Labour Market. Canberra: Department of Employment and Youth Affairs, 1982 [184p.]

This Report sets out to describe in detail work opportunities for school leavers in Western Australia. It expresses the author's views and not those of the Department. The Report covers the occupational, industrial and geographic break-up of the youth labour force, identifies the major current destinations of school leavers (discussing future growth prospects) and provides a summary of employer requirements, training, mobility, promotional and employment prospects (at both entry and experienced levels).

Section 1 provides a comprehensive overview of employment in the W.A. economy, examining the total workforce within each industry sector, occupational and geographic spread, and importance for youth employment. It also discusses trends in employment and growth prospects.

In Section 2, youth employment is examined with reference to major employing industries and occupations and those showing growth potential as well as to the geographic distribution of employment. Section 3 deals with the major occupational and industry-skill groupings, discussing the qualities, skills and qualifications required for each. A number of discussion topics follow: Measures of Labour Demand; The Role of Vacancies; Causes of High Youth Unemployment; School and Work; Work Experience Programs. The remaining 94 pages of the Report comprise Appendices giving detailed statistical and other information. At the beginning of the Report, two pages give an Overview and Recommendations.

The Report comments that school leavers face an employment situation in which their destinations are determined by market prospects rather than their own preferences. The retail sector is the largest employer of 15-19 year olds, followed by manufacturing, financial institutions and business services, community services and construction. Most employment (70 per cent of the workforce) is in the Perth city area. The major occupational categories of youth employment are tradesmen, production, process workers (i.e. skilled, semi-skilled and unskilled). Clerical and sales have significant female components, and these (despite computer technology) are likely to remain significant employment opportunities for school leavers.

Youth unemployment is a complex issue which owes more to economic recession and changing patterns of labour force participation than to education/training deficiencies. There is no convincing evidence to relate high youth unemployment to inadequate or inappropriate education, yet employers remain highly critical of school leavers (attitude, motivation, presentation, literacy, numeracy).

Nevertheless, the Report recommends that the Education Department pursue its activities in basis skills and career-oriented subjects and encourage work experience programs and better grounded vocational guidance.

ABSTRACTS

SECTION C

Programs

84/C: 1 - 23

AUSTRALIA. PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA. 84/C: 1
JOINT COMMITTEE OF PUBLIC ACCOUNTS (Chairman: Senator George Georges

Income Maintenance Programs. Vol. 1. A discussion Paper. Vol. 2 Program Descriptions. Report 213. Canberra: AGPS, 1983 [Vol. 1. 68p + appendices; Vol. 2. 631p.]

In recognition of the value of periodically undertaking a comprehensive review of the social welfare system for the purpose of improving its administration, the Committee set out to survey the range of income maintenance programs on the 'benefit' side of social welfare (although acknowledging that other policies such as taxation can have income redistribution effects). Vol. 1 first outlines the collection and analysis of material and then discusses the goals of social welfare administration, identifying three which underlie most programs: to give priority assistance to those in need; to compensate those who have given special service to the community; to provide opportunities for Australians to realise their personal potential and to contribute to the well-being of the society. The arrangement of the following chapters reflects these three aims. Chapters 3 and 4 discuss Departments oriented towards need such as Social Security, Health, Aboriginal Welfare, Immigration and Ethnic Affairs. Departments oriented towards compensation comprise Veterans' Affairs, Defence, Administrative Services. Department oriented towards opportunity are the Departments of Employment and Industrial Relations (DEIR) and Education and Youth Affairs (DEYA). The final chapters in Vol. 1 consider the findings and conclusions of the Inquiry. Vol. 2 of the report presents edited versions of departmental submissions, covering information on departmental organisation, administration and programs. In general, the information is based on 1981/82 responses.

Vol. 1, Chapter 6 considers programs administered in 1981/82 by DEIR and DEYA, most of which are oriented towards opportunity. DEIR programs include those for Aborigines, the disabled, young people, the general unemployed; in general they imply opportunity to work. Commenting on these programs, the Committee notes some disparities between objectives and operations. It agreed with the department on the need for relevant legislation for programs and commended co-ordination between departments operating programs for similar groups. It considered that standardised procedures to ensure adequate inter-departmental co-ordination are important to reduce problems associated with functional overlap. Evaluation was found by the Committee to be inadequate and impeded by lack of clear and detailed administrative objectives. This undermines the capacity to formulate policy proposals for new services. The Committee endorses the foreshadowed Ministerial Review of DEIR programs.

Among DEYA programs, the Committee expressed concern about the way in which TEAS and ASEAS were administered, particularly in the areas of information and time lags. The Department was seen to be proficient in specifying objectives, monitoring administrative costs and undertaking evaluations.

The two Appendices of Vol. 1 provide a chart summary of income maintenance programs and an annotated bibliography.

FISHER, Norman W.F. 84/C: 2

Planning a National Training System for Industrial Development. Conference Paper No. 19, NSW Division of ANZAAS Symposium, March 1983. Canberra: Bureau of Labour Market Research, Department of Employment and Industrial Relations, March 1983 [13p.]

This paper sets out to review the key elements of a National Training System in Australia, always supposing that such a system could be developed or planned. The concept of 'an education system' is widely accepted and understood and the reality well documented. The same is not true of a 'national training system' where the concept is neither familiar as yet, nor are there structures and information comparable with education

The paper reviews five components of a national training system: objectives, machinery, instruments, facilities/resources, processes. Within the general Objectives of imparting or upgrading skills, three more specific areas can be identified for a national training system: to improve the efficiency of the labour market; to achieve more equitable access to job opportunities; to stabilise variations in labour market activity. In Australia, though debate and government programs emphasise the equity objective, the greatest expenditure is in fact directed to the first aim.

The Training Machinery comprises few bodies with a continuing and substantial interest at the national level. The paper outlines the roles of the National Training Council, the National Industry Training Council, the Commonwealth and State Apprenticeship Council and the Department of Employment and Industrial Relations. Information on the Instruments is selective and often inconsistent. To a greater or lesser degree, it covers apprenticeships and pre-apprenticeship participants and students in some higher education vocational courses, but there is little information on TAFE and related institutions. On balance, the information available is inadequate to gauge how far training needs are being met in many areas. Difficulties of information about Facilities are also apparent: for formal institutions (universities, CAEs, TAFE) and even more for the multiplicity of other institutions and means of training/education such as the Trade Union Training Authority, professional/business organisations, conferences, workshops, etc. In the final component, Processes, the paper considers briefly the process of matching industry demand for training with prospective trainees and with training institutions, noting the difficulties of achieving an efficient process except in narrow terms of specific commercial training.

Overall, the paper argues the need to improve labour market adjustment by planning a better national training system, though it also recognises that the labour market and training provisions are fairly flexible at present. However, a better system would bring benefits in terms of industry and equity.

HOY, Mavis 84/C: 3

Review of Five Years Operation of the Special Youth Employment Training Program. Conference Paper No. 18. ANZAAS Conference, Perth, 1983. Canberra: Bureau of Labour Market Research (BLMR), Department of Employment and Industrial Relations, Revised September 1983 [37p.]

This paper draws together the findings of several Departmental and BLMR research studies carried out on the Special Youth Employment Training Program (SYETP) since its establishment in 1976. Section 1 gives the background to the program, changes to its operation and fluctuating participation rates over the period.

Section 2 describes the characteristics of the young people participating, in terms of age, sex and occupational distribution. It notes the higher placement rates for younger age groups and links between age, wage payable and the flat rate subsidies. Females have always outnumbered males in SYETP placements. This reflects a number of factors: more females than males are unemployed for longer periods; the flat rate of subsidy over a fixed period is most attractive to employers in relatively low paying, high-turnover industries; females are more likely to work in these industries and, in addition, to have lower paid jobs than males. Thus, the concentration of SYETP trainees by industry and the greater use of teenage females reflect the disadvantaged position of females in the labour market generally. The occupational clustering of SYETP positions for young males as well as females indicates the sex predominance in various occupational categories and the concentration in a small range of occupations.

Section 3, Employer Participation in SYETP, covers industry response, the job creation effects of SYETP and continuity of participation. Retail and manufacturing industries have had the larger share of placements and this is consistent with the use of female labour, the potential effect of wage costs and the types of semi-skilled positions available for SYETP. In job creation, Primary Production has consistently contributed the most net gain (though its share of placements has been gradually decreasing); manufacturing industry the least. Overall, employment gain from SYETP at the national level has declined over two comparable periods (April 1979 and September/October/November 1981). Possible reasons for this are discussed. Over time, there has been a relatively large and steady significance of small employers as users of SYETP; first time users of SYETP account for between a quarter and a third of employers; the majority of employers have taken only one trainee at a time and about half have taken on further trainees.

Section 4 discusses rates of loss within subsidised periods and retention after the subsidy. Loss rates during subsidy period are shown to have increased over time, and more in the private than the public sector. The high loss rate reflects the lower skilled positions eligible for SYETP. However, at least one-third of the subsidised periods have lead to a further six months unsubsidised employment. About two-thirds of all young people assisted had had a full-time job since being assisted though 10-15 per cent had then lost it. The final chapters summarise the findings and discuss some of the implications for employment subsidy schemes.

SMITH, Ralph E. 84/C: 4

Are Targeted Employment and Training Programs in Australia Aimed at the Right Target? Discussion Paper No. 80. Canberra: Centre for Economic Policy Research, ANU, November 1983 [39p.]

Australia during the 1970s has, like the U.S. and other countries, come to use employment and training programs as a means of improving labour market opportunities for disadvantaged groups such as unemployed young people, Aborigines, the disabled. This paper considers Australian policies from the American perspective which tends to see targeted programs as part of an anti-poverty strategy.

Part II identifies the key decisions made about program goals, target groups and methods, discussing particularly the economic factors influencing these decisions. The paper outlines programs in the US and in Australia in terms of these key decisions and then compares the two, finding that, as distinct from the US approaches, Australian programs (such as Wage Pause, Community Employment and SYETP) are directed more towards providing immediate employment than to increasing long-term earning potential; are targeted on long-term unemployed rather than on people from low income families; devote their major expenditures to private sector hiring subsidies and short-term public sector job creation rather than, as in the US, to training and related services.

Thus Australian programs focus on reducing unemployment; American programs on redistributing income. Part III of the paper considers whether some of the problems which led to the US approaches might not also be relevant in Australia. It notes the inadequate information about the relationships between individual employment status, low earnings and low family incomes in Australia. Data, research and policy analysis on unemployment and on low incomes have for the most part been separately developed. The discussion in the paper is based on the 1978-79 income distribution survey and the 1981 Census. Data indicate the close links between employment status and individual income. However, there are also a great many full-time employed workers on very low incomes (300,000 earning no more than $5,000). This group constitutes 7 per cent of year round full-time workers, but equals the number of persons reported as being unemployed more than six months in that year. Most members of low income families were not unemployed. Teenagers in low income families were much more likely to be unemployed than other teenagers and were also more likely to be neither in school nor in the labour force.

These preliminary findings suggest that Australia has a low income problem that is not synonymous with its unemployment problem. To address this problem, in part, with employment and training programs would probably require changes in program eligibility criteria and in program content. Whether it would be cost-effective to do so is not known. The American experience suggests that such programs can increase participants' earned incomes, but that success is by no means assured.

BLAKELY, Edward J. 84/C: 5

Economic Development and Employment Creation: Some Ideas and Examples from the United States. Paper prepared for the Brotherhood of St Laurence in co-operation with the Department of Environment and Planning, NSW. Sydney, NSW: Department of Organisational Behaviour, University of NSW, August 1982 [38p.]

This paper sets out to review the evolution of employment programs in the U.S. so as to draw out ideas that may be of use in Australia, despite the differing socio-economic and financial systems in the two countries. The historical review in the first part of the paper traces the development of concepts and programs from the 1960s. The first major program was initiated in the Comprehensive Employment and Training Act (CETA) of 1974 which basically turned employment planning over to local government institutions. Experience since then has shown the need to link employment with economic development, recognising the need to generate good (core) jobs and greater economic diversity in local communities; to create jobs for people rather than to mould people to employers.

With the decline in manufacturing industry, recent US approaches concentrate on ways of increasing opportunities for the employed and under-employed. The methods fall into three main categories. First, the Employment Development Approach sets out to alter the existing employment system so as to provide more 'good' jobs, using methods such as specific training for employer requirements; employee/worker ownership; community based human resource development. Secondly, new ways have to be found to provide new employment which is both economically viable and socially useful (Business Development and Employment Generation), using Local Employment Planning and Economic Assistance Agencies; Business Start-Up Programs and other similar employment expansion programs. Thirdly, in particular locations of high unemployment and decreasing business and population, an approach to integrated development is being tried through the creation of community based economic institutions designed to re-create a viable and vital market system which will attract and retain people and business in the area. Examples of each of these methods are outlined.

The paper goes on to identify the principal features of the U.S. program for job creation: specifying the target areas; building community level institutions and organisations; ownership creation; linking financial incentives to industry with employment creation; quality jobs; building integrated regional and sub-regional economic plans; a long-term timetable and resource system. The multi-level government and other structures necessary are also outlined.

For Australia, the paper suggests the need to develop a broad-based job creation network with more small employers than at present, and to soften the effects of economic downturns by providing alternative sources of employment through methods such as Venture Development Finance. Regional sub-State structures need to be developed, linking community and local organisations, and funding made available for human resource development as it has been for other resources. Finally, Australia might find more appropriate comparisons and experience to examine in a single US State such as California than in the much larger and more complex US national approaches and structures.

VICTORIA. MINISTRY OF EMPLOYMENT AND TRAINING and BROTHERHOOD OF ST LAURENCE 84/C: 6

Local Job Creation in Perspective. Second Progress Report of the Neighbourhood Development Program. Melbourne, Victoria: Brotherhood of St Laurence, 1983(?) [75p.]

The Neighbourhood Development Program (NEDP) is a demonstration program designed to determine the viability of creating new jobs at the local level in human services or in business (see Abstracts C26, 27). This final report sets out to describe the progress in the two years of operation; to draw out its main lessons and to develop broad principles to provide a basis for discussion and implementation of future job creation programs. The report first outlines the background to the program and lists major objectives. Succeeding chapters evaluate the program according to these objectives: developing new jobs; employing the disadvantaged; establishing training for the disadvantages worker; creating permanent jobs in the human services and in small business. Each of these chapters concludes with a clear listing of issues, problems and needs.

Chapter 7 reviews the four principles for manpower planning which underpinned the NEDP: growth in the tertiary sector; equalising employment opportunities; integration of the functional services of the community; localism. It assesses their relevance in the light of the program's experience and forms a basis for discussion in Chapter 8 of the implications of the NEDP for the development of job creation schemes at State and Federal levels.

Two things have been demonstrated by the program: job creation targeted at disadvantaged workers can have positive benefits not only for the newly employed but also for their employers; locally based job creation will not be viable unless locked into a Federal or State job creation program. Given a context of structural rather than cyclical unemployment, job creation programs need to be directed to identifying new careers and areas of potential growth. This identification needs to be undertaken at a national/State level on the basis of a structural analysis of the economy. Within this framework, regional and local areas can then determine the projects most suited to their needs.

Identification of new areas of work in turn generates the need for training and re-training opportunities to ensure that disadvantaged workers can effectively and productively be re-located in the workforce. Six factors are identified as being important in this area. However, very few jobs can be created unless adequate funding is made available through the public sector, and it should be noted that there is considerable offsetting of public costs in job creation through reduced welfare expenditure and increased taxation. Five points are listed for consideration in funding job creation.

The structuring of a job creation program requires a carefully designed interplay between federal/State authorities and regional/local areas so that the resources, expertise and integration needed by local communities are available. The report outlines the kind of structures, planning and co-ordination which might be considered in a serious attempt at a job creation program directed to the alleviation of unemployment, particularly for disadvantaged groups.

VICTORIA. BROTHERHOOD OF ST LAURENCE 84/C: 7

Job Creation through the Public Sector? A Strategy for Employment Growth. Proceedings of a seminar on job creation. Melbourne, Victoria: Brotherhood of St Laurence, 1982(7) [112p.]

Following the evaluation and experience of the Neighbourhood Development Program (see 84/C: 6), this Conference was organised in July 1982 to draw attention to job creation in the public sector as an effective and viable means of providing work for the disadvantaged in the community. This report contains the keynote papers of the conference:

- Peter Hollingsworth - Introduction: Disadvantaged Workers and the Unemployed
- John Ewen - An Overview of Australia and International Experience in Job Creation
- Ed Blakely - Economic Development and Employment Creation. Some Ideas and Examples from the United States (see Abstract 84/C: 5)
- Peter Allen - Job Creation through the Public Sector. Economic and Social Costs and Benefits
- Spencer Zifcak - Principles and Practice in the Design of Public Sector Job Creation Programs
- Dan Hayward (MLC) - People and Work
- Jim Simmonds (MLA) - Public Sector Job Creation and the Right to Work.

Four appendices provide background information, including an Annotated Bibliography by Helen Brownlee.

VICTORIAN CONSULTATIVE COMMITTEE ON SOCIAL DEVELOPMENT (VCCSD) 84/C: 8

The Appropriate Role of Local Government in Job Creation. Seminar Selected papers, May 1983. Collingwood, Victoria: VCCSD (290 Wellington Street, Collingwood 3066), 1983 [17p.]

This document comprises four papers given at the seminar by Dr J.G. Edgar (Acting Deputy Director-General, Ministry of Employment and Training); Michael Gross (Corporation for Redevelopment and Employment); Cr Bill Hunter (Local Government Operation); Maureen Borghesi (Co-ordinator of Temporary Care, Sunshine City Council). A final paper by Bruce Hartnett (Ministerial Adviser, Victorian Minister for Employment and Training) summarises the discussion, covering the Commonwealth attitude to unemployment; short-term vs long-term job creation schemes; development of employment initiatives; increased local government involvement. He also identifies the problems to be tackled. Two conclusions in particular came out of the seminar: the ideas, people, structures and project management exist for job creation; if government provides the funds, the jobs can be created.

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VICTORIA. MINISTRY OF EMPLOYMENT AND TRAINING. 84/C: 9
CO-OPERATIVE DEVELOPMENT PROGRAM UNIT (CDP)

The Co-operative Development Program: Objectives, Assumptions and Issues. Discussion Paper. Melbourne, Victoria: CDP, Ministry of Employment and Training, March 1983 [mimeo: 24p.]

This paper provides a statement of objectives, assumptions and issues related to the Co-operative Development Program, as a basis for response by funded co-operatives and a contribution to evaluation of the Program. The main objective of the Program has been the establishment of viable co-operative business enterprises, and the paper lists five specific objectives leading to this goal. It discusses the two inter-related considerations: the commitment and understanding of the applicant group; the business performance and/or potential of the applicant group.

Following sections expand discussion of the operation of the Program in terms of business plans; funding conditions; equity (the ownership of capital); loans and grants. Final sections discuss the provision of advice and the administration of co-operative development programs: the co-operative units, business consultants, the funding committee and its processes.

LAWSON, Tony 84/C: 10

Self-Employment Ventures. A Model for Job Creation. Adelaide, S.A.: Self Employment Ventures Scheme, South Australian Department of Labour, November 1982 [64p. + appendices]

Using the South Australian Self-Employment Ventures Scheme as a case study, this paper considers the nature and scope of self-employment as a model for job creation and whether it should be seen as a response to the high levels of unemployment which are damaging both to the individual and the society. Current government and local schemes to help the unemployed are based on concepts of short-term work experience and the teaching of job skills. They do not contribute to the basic need to create jobs which are long-term and secure. A far more open and creative approach to the problem is required, based on such values and approaches as are set out in the Brotherhood of St Laurence charters for employment policies.

Chapters 2 and 3 critically assess government social and manpower policies and programs such as CYSS, EPUY, SYETP and School to Work Transition, concluding that policies are generally inappropriate to continuing high levels of unemployment and many of the training programs assume jobs which do not in fact exist. Chapter 4 provides an overview of job creation, pointing out the need for careful planning, for the development of administrative structures and links with business and community groups and for learning by doing. In the range of job creation schemes, self-employment/small business has a significant role to play.

Chapter 5 provides a descriptive and analytical review of the development of the Self-Employment Ventures Scheme since its inception in 1979 as a project to encourage unemployed persons to establish small businesses and become economically self-sufficient. The chapter describes the administration of the project, the participants and the financial assistance. By June 1982, 73 ventures had been established and about 66 per cent of these were judged as being viable in the longer term. The chapter goes on to discuss some of the difficulties experienced and issues such as income maintenance and training.

In Chapter 6, future directions for the project are discussed. The 'model' could be adpated and extended and linked more closely with local communities. The Chapter refers to frameworks devised for the Neighbourhood Employment Development Program in Victoria by the Brotherhood of St Laurence (Abstracts C26, 27) and by Tom O'Brien in his book, Job Generation (83/C:1) as being of major interest. It argues that much can be learnt from and achieved in the future by the Self-Employment Ventures Scheme.

The 14 Appendices provide further information on the S.A. and other job generation schemes.

FLITCROFT, J. 84/C: 11

Survey of Community-Based Job Generation Schemes in the Australian Capital Territory. Consultant report prepared for the ACT Employment Task Force. Canberra: ACT Employment Task Force, April 1983 [94p.]

This report covers job generation projects attempted in the ACT within the last five years, describing 22 in detail and another six in outline. The accounts of these projects, which include printing, food buying, a community radio station, nurseries, vehicle workshops, restaurants and art galleries, make up Part 4 (and the bulk) of the report. They are described under the headings: name, location, duration, origins/development, number of people involved, objectives, structure, performance, sources of finance, specific problems.

The analysis of the projects and recommendations based on the analysis are contained in Part 3. Generally, the projects studied had two features in common: they were begun by unemployed people with little or no private capital; they set out to generate jobs. The lack of initial capital input was the single most important factor affecting viability, though some projects have survived despite this; but lack of management and planning/organisation skills also played a major role. Projects that have survived fall into two categories: those supported by government or community financial aid where market place viability is unimportant (e.g. the ANU Work Resource Centre and Radio 2XX, the Bitumen River Gallery); those surviving on their own account (Kurrajong Wholesale Nursery, Canberra Work Co-operative) though viability is not more than tenuous in most cases.

The report discusses the problems arising from lack of capital and the inability to borrow or raise finance. Lack of management skills led some projects to fail in developing sound working structures, clear goals, adequate budgeting and book-keeping and effective systems of management. The need for an agency to offer advice and assistance in management skills was felt by those involved in the projects. Jobs generated by the projects have been few though the record compares well with projects in the States. Effective job generation is directly affected not only by economic viability and management skills, but also by factors such as motivation and commitment, training opportunities and the development of advanced skills. The implications and problems of these are discussed as well as those affecting the co-operative potential of the projects, particularly those arising from personality and differing philosophic approaches.

The report concludes that projects have suffered from lack of capital, compounded by lack of management skills, and of market research as well as by other more individual problems. However, the ACT projects have succeeded in generating some jobs and providing experience and training. They have a potential to do better in the future, given some financial and other assistance. Government recognition of this potential is necessary if such projects are to contribute effectively to reducing long-term unemployment.

YOUNG, Denise and Adam JAMROZIK 84/C: 12

Community Groups in Action for Change. Sydney, N.S.W.: Published by the authors (c/- Social Welfare Research Centre, University of NSW) 1982 [150p.]

This is a study of four community groups in Tasmania which formed in various localities, on their own initiative and without professional help, in order to bring about change in their communities. The experience of these groups, analysed in detail in this report, may well be of value to other community groups, to community welfare officers and to researchers. The study demonstrates the resourcefulness and potential of local communities and refutes assumptions that professional intervention is essential to change. The report identifies eleven questions, formulated after extensive review of the literature, which provided a research framework for the study; including why, how and with what goals community groups become active; their strategies and resources, their achievements; whether key individuals emerged.

The report provides a review of relevant literature and goes on to describe the criteria for selection and the identification of the four groups: Group A - parent-rostered play group; Group B - a Residents' Association to build a recreation/sports centre; Group C - a Progress Association in a newly developed housing estate to press for the development of community facilities; a rural women's group to focus attention on the plight of farmers and their families. Data for the case studies were collected by semi-structured discussion interviews, mainly with group members. The information was compiled in categories according to the research framework of the study mentioned above.

The same framework is used in Chapter 3 to describe the experience of each of the four groups, and in Chapter 4 to provide a comparative analysis of the experiences of the four groups. Chapter 5 makes observations and comments in each area and reports conclusions and inferences.

On the basis of these case studies, the report finally identifies some significant points for other community groups and individuals wishing to bring about change: needs felt by a number of people; discussion of the problem; the availability of appropriate resources; the development of flexible and suitable structures. Among the most important aspects identified were the social friendship networks which facilitiated group recruitment, spread of information, democratic decision-making and general contentment and harmony. For professional community workers, the study emphasises the importance of incorporating existing social networks into any action groups and the capacity of local communities to act for themselves.

BROWN, Sandra 84/C: 13

The Western Australian ELD Project. Final Report. Perth, W.A.: Research Branch, W.A. Department of Education, 1983 [17p. + appendices]

The ELD (Education and Local Development) Project began in 1980 as part of a national project contributing to an OECD/CERI international investigation of the role of education in local development (see Abstract 83/C: 66). In W.A., the project has laid the foundation for a comprehensive system level policy review of rural education. This final report describes the progress and outcomes, summarises the discussion and key ideas emerging from the project and indicates practical 'next steps' that might be taken.

Government development policies have traditionally focused on urban centres, often to the economic and cultural detriment of local communities, particularly in rural areas. The results can be seen in dwindling populations and business in many rural communities. The ELD project was based on a belief that local development should be re-established as a priority alongside national, State or regional initiatives. Schools and other education institutions contribute economically and culturally to the life and development of local communities, but some system and school policies and practices act to discourage this contribution; e.g. closure of small schools, insensitive allocation of staffing.

The differences between Australian and overseas administration and financing of schooling indicated the need to adapt ELD concepts to W.A. conditions. For the conduct of the project, eight principles were adopted which in various ways would help to integrate the school into the local community. At the same time, the ELD Committee initiated a series of twelve policy development activities within the Department with a view to beginning a process of policy change and planning. The report discusses all of these initiatives and the issues they raised. The W.A. project is seen as having been a significant impetus for change in policy and practice in schooling in rural areas. The full effects are yet to be seen.

The ELD project involved the study of five local communities. These are reported on individually in the following reports, published by the Research Branch, Department of Education, W.A.:

- DUNNELL, Peter and Norm HYDE

  Education and Local Development: The Case of the Goldfields Manpower Planning Panel [22p.]

- MOROWA ELD COMMITTEE (Chairman: Peter Browne)

  Education and Local Development: Morowa Report, 1981 [31p.]

- FITZPATRICK, Jim and Peter DUNNELL

  The Local Structures Study: An Examination of Education Department-Community Relationships [27p. + appendices]

- FITZPATRICK, Jim and Norm HYDE

  The Mount Marshall Cell of the Priority Country Schools Program: Its Interactions with the Education Department [30p.]

. SMALL, M.W.

The Geraldton Technical College Advisory Committee: A Study of Its Interaction with the Geraldton Technical College [24p.]

See also:

. FITZPATRICK, Jim

The Carnarvon School of the Air. A Study of the Parents and Citizens' Association and its Interaction with the Education Department. 1983 [50p.]

. CLUER, John B.

The Wagin TAFE Scheme. A rural community based technical and further education program. Perth, W.A.: Curriculum Research and Development, Technical Education Division, Education Department of W.A., October 1981 [26p.]

. CHAPPELL, D.G. and L.H. PYKE

Rural Scheme. Wagin, Western Australia. (As above), December 1982 [48p.]

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NORTHERN TERRITORY. TECHNICAL AND FURTHER EDUCATION. 84/C: 14
TAFE TRANSITION EDUCATION

Transition Education in Remote Communities. Conference Report. Te-Tree, N.T., August 15-17, 1983. Winnellie, N.T,: TAFE (Private Mail Bag 25, Winnellie 5789), August 1983 [53p.]

This report comprises background papers and proceedings of this conference.

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QUEENSLAND. DEPARTMENT OF EDUCATION. TAFE CURRICULUM BRANCH (Reference Officer: Shahid KHAN) 84/C: 15

Occupational Data Gathering and Analysis in Queensland TAFE. South Brisbane, Queensland: TAFE Curriculum Branch, Department of Education, September 1983 [62p.]

This report provides an overview of the procedures used in Queensland for occupational data gathering and analysis in TAFE course development as an assistance to curriculum developers in understanding aspects of occupational skills analysis procedures. The education officers who are given responsibility to develop courses in particular areas are not generally expert in specific fields of the occupations concerned, yet they have to ensure that the data gathered and analysed are representations of the total needs of industry and commerce throughout Queensland. This current report is one of a series of documents designed to facilitate the development of innovative and improved courses in Queensland TAFE.

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S.A. STATE EVALUATION WORKING PARTY (Convenor: W.J. Thomson) 84/C: 16

Transition Education in South Australia. A Report to the State Steering Committee. Adelaide, S.A.: State Steering Committee, May 1983 [197p.]

This report by a Committee representing the Departments of Education, TAFE and Labour and convened by an independent evaluator covers the development of transition programs in S.A. during 1982 (for 1981, see 83/C: 11). Chapters 2, 3 and 4 deal with projects in each of the departmental areas of responsibility. Chapters 1, 5 and 6 have been written by the convenor/evaluator and cover the methodology, a general overview and concluding comments.

Looking to the future in the concluding comments, the report emphasises the value that the processes of across-the-board evaluation in 1981 and 1982 have brought, not least being a degree of harmony and understanding among departments which has been one of the results of working together. However, the program is now felt to be ready for a formal external evaluation which gathers its primary data at first hand.

N.B. The State Steering Committee has accepted this recommendation and for 1983 has engaged an evaluation team from the S.A. College of Advanced Education, headed by Dr Edward Sandercock.

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JONES, David, Michael METCALFE, Trevor WILLIAMS and Jim WILLIAMSON 84/C: 17

Sunshine High School 1976-82. A School Curriculum and Self-Evaluation Project. A Series in Secondary School Innovation Task Force Team Report No. 7. Bundoora, Victoria: Centre for the Study of Urban Education, School of Education, La Trobe University, November 1982 [72p.]

Sunshine is an industrial suburb of Melbourne, highly dependent on manufacturing industry and with very high indices of unemployment, crime and need for family assistance and mental health services. Eighty-six per cent of the parents of children at the school work in lower socio-economic occupations and 50 per cent of the school population comes from non-English speaking homes (mainly Greek, Italian and Maltese). Part I of this report provides details of the geographical and social context of the school. Part 2 outlines the school as it was in 1975: rapid staff turnover, poor teaching conditions, low student retention, highly traditional school curriculum and attitudes and poor school/community relationships.

Part 3 describes the changes in school curriculum which took place between 1976 and 1981 to make the school directly accountable to the students, the general community and the Education Department. The process of curriculum development which Sunshine attempted to implement is dynamic and cyclical: change and re-evaluation are built in; the goals of the school are re-worked in response to new staff and socio-economic conditions such as unemployment. Professor Art Pearl in his foreword to the report comments that Sunshine teachers chose to address real life issues, accepting that the school must not only prepare students for future responsibilities and employment, but should also, in keeping with principles of freedom and democracy, meet these goals by increasing opportunities for youth to make choices about their lives. The report describes the developments and the changes in administration and decision-making involved, covering the roles of the students, the School Council, the Curriculum Committee. It outlines the resulting changes in school organisation, communication, distribution of power and control and school/community relationships, and identifies important facilitating factors, particularly the setting up of a Task Force, the liaison with La Trobe University and supplementary finance.

The evaluation design, outlined in Part 4 involved teachers, students and parents. The results are described in detail in Parts 5-9, covering school retention; preparation for the world of work, for democratic leadership for culture carrying competence; the goal of inter and intra-personal competence. Part 10 contains the recommendations which are seen as necessary to continue the development: to refine the goals, devise more effective means of implementation, broaden the range of debate and ensure that the impetus is maintained.

A Foreword and an Afterword by Art Pearl provide an outside overview of the process described in his report and suggestions for further areas of attack. He comments:

> Sunshine is a welcome departure from current sterile school practices. There is excitement and a willingness to experiment there. There is a humane concern for human beings and a delightful good feeling and humour.

And concludes:

> The Sunshine experience can be an important source of school change based on logic and evidence. It needs replication. It needs to be debated. It is not a glib cliche or a fancy gimmick. It tells us that teachers can influence education by establishing goals based on sound theory, that they can analyse the results of that study, that they can influence the learning of students by working co-operatively with them and that students can be expected to act responsibly when given responsibilities.

. See also Abstract 83/C: 77

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VICTORIA. SUNSHINE HIGH SCHOOL. JUNIOR SCHOOL REVIEW TEAM 84/C: 18

Report. July 1983. TEAC Funded Project Report No. 2. Melbourne, Victoria: Transition Education Advisory Committee, 1983 [33p.]

This is a progress report of the review of Year 7 curriculum (including level organisation and teaching strategies) being undertaken by four teachers in Sunshine School together with some outside support members. It covers three surveys: of parents, of teachers and of students and describes the methodology and results. A final section comments on the findings and recommends steps that should be taken to meet shortcomings. The appendices provide copies of the surveys and other information.

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COYLE, Rebecca and Roger HOLDSWORTH 84/C: 19

ASCOLTA Radio Group. Term 2 1983. TEAC Funded Project Report No. 3. Melbourne, Victoria: Transition Education Advisory Committee, 1983 [134p.]

The ASCOLTA Radio Group has been operating for about seven years, based on Moreland High School, where a small recording studio has been set up. It produces the ASCOLTA program broadcast on 3CR every Saturday at 6.00 p.m. The Group provides access to all aspects of radio production and to ASCOLTA air time for students and staff in Brunswick primary and secondary schools. This report is in three parts. Part A outlines the development of the project and describes some of the activities during 1983, including involvement of various schools and students. It gives a financial and equipment report and lists the aims and objectives.

Part B provides an interim assessment and also outlines an ongoing evaluation process for the Group. It includes a great deal of first-hand information from material such as a Project Officer's diary and studio diary; individual student diaries; minutes of Management Committee meetings; regular feedback sheets from staff; collections of comments on programs made; open-ended interviews with participants. Part C comprises apprendices which provide background information.

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ARTHUR, Brigid 84/C: 20

The Meaning of Career Education. Development of a Program. A Case Study. Sunshine, Victoria: Marian College, West Sunshine, 1983(?) [43p. + 12 substantial appendices]

This describes the development and implementation during 1982 of a career education program at Marian College, a girls' Junior Secondary Catholic School in West Sunshine. The report covers the context (area and school); a literature survey; the work of the Career Education Committee and summaries of interviews with students and ex-students. Chapter 8 provides concluding comments and ideas for further work. The appendices provide a large quantity of detailed background information.

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COLE, Peter 84/C: 21

Reorienting Work Experience. Theoretical Perspectives and Practical Possiblities. Melbourne, Victoria: Advisory Services and Guidance Branch, Victorian Institute of Secondary Education, Novmeber 1983 [16p.]

This paper analyses the development and present status of work experience programs in Victorian secondary schools. The first section discusses the theories on the relationship between school and work, looking at the focus on youth, the social structure theories of reproduction and the cultural theory of reproduction. It explores the theories developed by Bowles and Gintis (1976) and Bourdieu (1976) which argue that schooling plays an important role in unculcating the values and attitudes necessary for the maintenance of the current furore and structure of society. Within this 'reproductionist theory' framework, the specific contribution of work experience programs to the socialisation process is then examined.

The popularity of work experience in schools is closely linked with perceptions of it as preparing students for work: career exploration and securing post-school employment. The programs help to socialise students into acceptable work roles. They may help young people to do work but not to understand the factors which determine patterns, organisation and conditions of work. The fact of unemployment is ignored in the emphasis the programs give to the notion that the individual must adjust to the market place.

Given the probability of continuing high unemployment, it is important that work experience should develop its potential to stimulate critical thinking about work; to help young people to unravel the complexity of factors which help to explain how society is structured, how it reproduces its structures and how its directions may well be destructive.

The final section of the paper outlines an alternative model for work experience so that it becomes a more widely used teaching/learning device for exploring social, moral, political and economic questions.

SHEEDY, Chris 84/C: 22

Work Experience Survey Report, 1982. Adelaide, S.A.: Transition Education Unit, Education Department of S.A., October 1983 [39p.]

This is the first comprehensive State-wide examination of Work Experience Programs in South Australian schools. The information for it was collected during 1982 by questionnaire (for which there was a response rate of 75 per cent). The first three sections of the report cover information on placements, numbers involved, locations, problems, abuses and difficulties. The responses are summarised and comment/recommendations made in the final sections.

The survey indicates difficulties arising from lack of resources/time in schools, inadequate counselling of students, limited contact with employers and extremely sex-stereotyped placements.

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SHEARS, L.W. and E.C. DALE 84/C: 23

Computers in Education. A Report to the Honourable Robert Fordham, M.P., Minister of Education, Victoria. Melbourne, Victoria: Office of the Co-ordinator General of Education, August 1983 [96p.]

This report draws on information and material gathered by Dr Shears on a 1982 visit to eleven overseas countries (see also 83/AB: 67). Chapter 1 surveys the practices in overseas countries. In developed countries, there is a division of opinion on the use of computers. Some, like Japan, Germany and Sweden, for a variety of reasons, have policies of reluctance or opposition to the use of computers in schools; others, like France, U.K., USA and Canada, are committed to their large-scale introduction.

Chapter 2 discusses Australia, State by State, noting the varying degrees of readiness and the fact that policy development about computers is not as advanced in Australia as in other committed countries.

Chapter 3 provides an overview and analysis of the information and makes recommendations. It points again to the absence of a clear rationale for the introduction of computers and of agreed aims and objectives for their use and recommends this as a priority of Federal and State governments, backed by an agreed financial package covering at least three years. First priority in the allocation of funding should be the pre-service and in-service education of teachers. Recommendations are also directed at schools and tertiary institutions. A comprehensive bibliography concludes the report.

ABSTRACTS

SECTION D

Program Materials

84/D: 1 - 17

BIDDULPH, Steve 84/D: 1

Teaching About Youth Unemployment: Simulations, exercises and classroom strategies for unemployment preparation. Hobart, Tasmania: Wellington St Clinic, Mental Health Services Commission of Tasmania, 1983

This project, which has been worked on since 1976, involves the development of teaching tools and materials for use in the classroom and by youth workers to prepare young people for the unemployment they are likely to encounter on leaving school. The materials have been trialled with 300 students and with some community and parent groups.

The following materials have been published:

- Leavin' School Simulation — Published by National Youth Council of Australia 1978 2nd edition 1981 [see Abstract D17]
- Teaching About Youth Unemployment Book — Published by Wiley Jacaranda Brisbane 1981
- Jobhunt Simulation — Published by JOBHUNT GAMES PO Box 709, Launceston 1982

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FINDLAY, Margaret A. and Penny MARTIN 84/D: 2

Bibliography of Education Theses in Australia. A List of Theses in Education Accepted for Higher Degrees at Australian Universities and Colleges in 1980. Hawthorn, Victoria: ACER, 1982 [66p.]

Details of the 276 theses listed in this volume were collected with the assistance of the librarians in the institutions concerned. Descriptions of theses follow closely the format adopted by the Australian Education Index. Details include title, higher degree and awarding institution, date. Author's abstracts are included.

Arrangement in the main entry section is alphabetical by author. Each entry has been assigned descriptors. The listing can be used as a supplement to the Australian Education Index. The file of the listing has been included in the database of the AEI and on-line access is available through AUSINET and other information systems.

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HART, Gaye 84/D: 3

Life Skills/personal development/career education materials. Chapel Hill, Queensland: Career Education Development Associates (CEDA Pty Ltd; 55 Henry Street, Chapel Hill, 4069), 1983

These materials include

- Life-skills teaching programs
- Work shuffle, consisting of 8 exercises for group work and 10 packs of Work Value Cards
- What Colour is Your Parachute? - a practical manual for job hunters and career changers (by Richard Bolles)
- Job Hunt (by Steve Biddulph)
- Student Card Sorts

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AUSTRALIA. DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS. COMMONWEALTH EMPLOYMENT SERVICE 84/D: 4

Commonwealth Employment Service Statistics. Issue No. 1. June Quarter, 1983 [50p.]

This quarterly publication replaces the booklet Commonwealth Employment Service Main Business Transactions. It provides Commonwealth Employment Service (CES) Statistics on persons unemployed awaiting placement and unfilled vacancies at the end of the quarter (the regular collection of which was terminated after March 1981 and resumed in June 1983). It also provides statistics on persons registering, vacancies notified and vacancies filled during the month or quarter.

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AUSTRALIA. DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS (DEIR) 84/D: 5

. Programs 1983-84. Canberra: DEIR, August 1983 [31p.]

This booklet lists the aims of federal government policies and programs in employment and training, details the expenditure overall and for each program and describes the scope, aims and operation of each category of program. It covers Employment Generation, Trade Training, Skills Training, Work Experience and Training for Young Persons, Special Training, Assistance for Long-Term Unemployed Adults, Community-based Youth Programs, Employment Services.

. Labour Force Programs and Services, 1983-84 Guide. Canberra: AGPS, 1983 [13p.]

This is a small handbook providing brief initial information on the Programs mentioned in the above publication.

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AUSTRALIA. DEPARTMENT OF EDUCATION AND YOUTH AFFAIRS 84/D: 6

Information Package. September 1983 [Folder]

This folder contains information statements/News Releases on

. Student Assistance Schemes: Allowance and Income Test Levels 1983 and 1984

. Student Assistance: Increases to all student assistance schemes

. Education and the Budget - a summary of provisions

. Youth Affairs - provisions

. Aboriginal Education - provisions

. Education in the ACT - provisions

. Funding for the Curriculum Development Centre

. Details of grants under the PAYO

* * * * *

ACT SCHOOLS AUTHORITY 84/D: 7

- 1982 ACT Transition Education Programs. Canberra: ACT Schools Authority, 1983 [56p.]

  This report describes school programs operating in the ACT in 1982. For each program, it lists aims, objectives, content, assessment criteria, and provides some teacher and student comment.

- Jobs for the Girls

  This is a brochure giving brief information on occupations such as naturopath, photographic assistant, graphic designer, environmental officer, real estate agent, apprentice electrical fitter.

- The Life-Line Game

  This poster-sized dice game is designed for use in a Decision-Making Skills Project, but can be used independently to increase awareness of choice.

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NSW DEPARTMENT OF EDUCATION 84/D: 8

- Out and About. A Handbook for Year 10 School Leavers. Sydney, NSW: Department of Education, 1983 [56p.]

  This is intended as an information and resource booklet for school leavers and teachers. It covers topics such as documents necessary for job applications, budgeting, using leisure, helping agencies and getting a job.

- NORTHWEST EDUCATION REGION

  School and Life. Transition Education Consultancy Visits Program 1983 (as above) [42p.]

  This is produced as a regional resource document for schools implementing and evaluating transition programs.

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NSW. EDUCATION COMMISSION OF NSW 84/D: 9

Education for Rural New South Wales: Who Misses Out? Who Pays? Report of a Conference on Post-School Educational Provision in Rural New South Wales. Sydney, NSW: Education Commission, April 1983 [74p.]

This Conference is a key component in the Education Commission's Review of Education for Rural Areas in NSW. This Report includes four addresses to Conference; summaries of the discussion sessions on educational needs, women in rural areas, Aborigines in NSW and viewpoints of an MP and an employer; summaries of the background papers.

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NSW. PREMIER'DEPARTMENT. WOMEN'S CO-ORDINATION UNIT 84/D: 10

Domestic Violence. You don't have to put up with it. Sydney, NSW: Women's Co-ordination Unit, July 1983 [20p.]

This booklet aims to inform women about new legal procedures and the community support systems available in situations of domestic violence.

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NSW. WOMEN'S ADVISORY COUNCIL 84/D: 11

Organisations for Women in NSW, Directory. Sydney, NSW: Women's Advisory Council (Level 8, Goodsell Building, 8-12 Chifley Square, Sydney 2000), June 1983 [19p.]

A small booklet listing organisations of interest and/or use to women. Categories include organisations useful to Aborigines, business and professional women, mothers, lesbians, widows. Others deal with education, peace, political, sexual violence, working women's rights.

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NSW. NON-GOVERNMENT TRANSITION EDUCATION UNIT 84/D: 12

What's the Score in '84? Sydney, NSW: Non-Government Transition Education Unit, Catholic Education Office (162 Avoca Street, Randwick 2031), 1983 [14p.]

This guide is for HSC students wishing to go on to higher education.

VICTORIA. TRANSITION EDUCATION ADVISORY COMMITTEE (TEAC) 84/D: 13

Transition Education Victoria 1983. Directory of Programs. Melbourne, Victoria: TEAC, 1983 [100p.]

This Directory is designed for use as a reference and guide to Victorian Transition Programs. Its introduction provides information on the structure and operation of TEAC, including evaluation of programs, publications, in-service/staff development programs and other initiatives. Section 2 covers regional and State programs in schools. The discussion of the TAFE sector provides information on Transition Education in TAFE (EPUY), Pre-vocational Courses, Special Group Programs and Special Projects and also covers regional and State sponsored programs. The final section deals with non-government school programs.

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VICTORIA. TRANSITION EDUCATION ADVISORY COMMITTEE (TEAC) 84/D: 14

School to Work Transition Program. Guidelines for the Government Secondary Schools and TAFE Transition Programs 1984. Melbourne, Victoria: TEAC, June 1983 [43p.]

This provides interim guidelines for those wishing to plan programs for 1984, but warns that changes to and further information in 1984 are likely to be provided by the Federal Government later in the year.

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VICTORIA. EDUCATION DEPARTMENT. STUDENT SERVICES. CAREER EDUCATION SECTION 84/D: 15

Looking to the Future. Sources of advice about careers and further education for parents and students. Melbourne, Victoria: Transition Education Advisory Committee (582 St Kilda Road, Melbourne 3004), 1983 [Leaflets]

This is a series of leaflets in different languages: Italian, Greek, Spanish, Turkish, Arabic, Maltese, Vietnamese, Croatian, Serbian, Cambodian, Laotian, Polish and English. It provides information on where and how to get information on topics such as apprenticeships, training courses, equal opportunity, financial assistance, education.

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DEPARTMENT OF YOUTH, SPORT AND RECREATION. YOUTH BRANCH 84/D: 16

Directory of Youth Organisations and Workers with Youth. Wembley, W.A.: Youth Branch, Department of Youth, Sport and Recreation (P.O. Box 66, Wembley 6014), December 1983 [56p.]

This directory is produced from the computerised Youth Data-Base maintained by the Youth Branch. Though not exhaustive, it contains over 700 entries of people and organisations who co-operatively provide services for young people. Both full-time youth workers and volunteer community workers are listed in a post-code location format which allows workers to identify others in their area. The directory is distributed to all those people and organisations listed and to other community-based agencies.

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W.A. CONFEDERATION OF WESTERN AUSTRALIAN INDUSTRY (CWAI) 84/D: 17

Educational Resources Directory. Perth, W.A.: CWAI, August 1983 [121p.]

This Directory provides an indexed and cross-referenced list of CWAI members who indicated willingness to participate in some aspects of education. The entries give details of names and addresses, persons to contact and type of assistance the firms are willing to provide. This assistance is in three categories: information and visits; the provision of people to address students or provide advice on careers; participation in work experience or other programs or vacation employment schemes.

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ABSTRACTS

SECTION E

Periodicals

February 1984

AUSTRALIA

1. Aboriginal Employment News. National Aboriginal Development Committee. No. 2, December 1983 [8p.]

2. Action. The Brotherhood of St Laurence, No. 249, October 1983; No. 250, December 1983 [4p.]

   . ALLEN, Peter. Work for the Future [No. 249]

3. ACE News. Newsletter of the Australian College of Education, Vol. 2, No. 3, November 1983 [6p.]

   . STEINLE, John. Coping with Change

4. ANZJS. The Australian and New Zealand Journal of Sociology, Vol. 19, No. 2, July 1983 [181p.]

   . WILLIAMS, Claire. The 'Work Ethic', Non-work and Leisure in an Age of Automation [p.216-238]

   . CARPENTER, Peter and John WESTERN. The Facilitation of Attainment Aspirations [p.305-318]

5. Australian Bureau of Statistics, Canberra

   . The Labour Force, Australia, October 1983 (Preliminary Estimates). Cat. No. 6202.0, 10 November , 9 December, 1983, 12 January 1984 [9p.]

   . Persons not in the Labour Force, Australia (including discouraged jobseekers), March 1983. Cat. No. 6220.0, 9 August 1983 [17p.]

   . Colleges of Advanced Education, Australia 1982. Cat. No. 4206.0, 11 November 1983 [34p.]

   . Alternative Working Arrangements Australia, March to May 1982. Cat. No. 6341.0, 2 December 1983 [50p.] and Corrigendum, 2 December 1983 [2p.]

   . Labour Force and Educational Attainments, Australia, February 1983. Cat. No. 6235.0, December 1983 [24p.]

   . Labour Force Experience. Australia. During the Year Ending February 1983. Cat. No. 6206.0, December 1983 [24p.]

   . Expenditure on Education 1981-82. Cat. No. 5510.0, January 1984 [15p.]

   . Job Vacancies. Australia. November 1983. Cat. No. 6231.0, January 1984 [4p.]

   . Employment Benefits. Australia. August 1983 (Preliminary). Cat. No. 6332.0, January 1984 [4p.]

   . Characteristics of Persons Looking for Work. Australia. July 1983. Cat. No. 6222.0, January 1984 [22p.]

6. Australian Bulletin of Labour. A quarterly publication of the National Institute of Labour Studies Inc., Flinders University, December 1983 [51p.]

   Articles cover the Australian Labour Market, A Canadian Viewpoint of Labour Market Policies for Australian Stagflation, and the dynamics of intra-city unemployment patterns.

7. The Australian Economic Review. Institute of Applied Economic and Social Research, University of Melbourne. 3rd Quarter, 1983 [60p.]

   . BURKE, Gerald. Public Educational Expenditure in the 1970s and 1980s [p.34-45]

   . SINGELL, Larry. Youth Unemployment in Australia: Some Comparative Observations [p.46-56]. Abstract 84/AB: 17

   4th Quarter, 1983 [92p.]

   Summaries of the economic situation and main economic and policy statements during three months ended 31 October 1983

8. Australian Journal of Social Issues. Australian Council of Social Service, Vol. 18, No. 4, November 1983 [64p.]

9. Australian Rehabilitation Review prepared for the Disability Advisory Council of Australia by the Rehabilitation Division of the Department of Social Security, Vol. 7, No. 3, 1983 [44p.]

10. Australian Society. A magazine of social issues (120 Johnson Street, Fitzroy 3065).

    Vol. 2, No. 9, 1 October 1983 [48p.]

    . WYNDHAM, Diana. Fair Sharing? A close look at the implications of job sharing [p.10-12]

    . ROWLAND, Don. Demographic Shock Waves [p.21-27]

    Vol. 2, No. 10, 1 November 1983 [48p.]

    . GORMAN Anne. The Big Sleep [p.3-5]

    . ROWLAND, Don. Beyond 2000 [p.17-23]

    Vol. 2, No. 11, 1 December 1983 [40p.]

    . McDONALD, Peter. Can the family survive? [p.3-8]

    Vol. 3, No. 1, January 1984 [40p.]

    Vol. 3, No. 2, February 1984 [40p.]

11. The Australian Journal of Education, Vol. 27, No. 3, November 1983 [125p.]

    . KARMEL, Peter. Learning and Earning - Education and Employment as Activities for Youth [p.260-273]. Abstract 84/AB: 15

. MOORE, Susan M. and Doreen A. ROSENTHAL. Effects of School Policies on the Self-Image of Adolescents from Three Ethnic Groups [p.308-312]

12. The Australian Teacher. State Teachers' Federations in collaboration with the Australian Teachers' Federation, No. 6, November 1983 [32p.]

13. Bulletin of Labour Market Research, No. 9, January 1984 [28p.]

14. Choices. Official Journal of the Homeless Children's Association, Vol. 1, No. 2, August 1983 [48p.]

    Special edition covering the program for the development of Forest Farm, a kibbutz style village, near Gosford, NSW.

15. Commonwealth Employment Service Statistics. Department of Employment and Industrial Relations

    . Issue No. 2, September Quarter 1983. Abstract 84/D: 4

    . Issue No. 3, December Quarter 1983

16. Education News. Journal of the Commonwealth Department of Education and Youth Affairs, Vol. 18, No. 7, November 1983 [p.54]

    . CARPENTER, P. and John WESTERN. Transiting the Inspiration Gap [p.30-33]

17. Impact. Australian Council of Social Service, Vol. 13, No. 5, November 1983

18. Initiatives in Technical and Further Education, No. 6. National TAFE Clearinghouse, South Australia, September 1983 [49p.] (See Abstract 83/D: 11)

19. Justice Trends. Catholic Commission for Justice and Peace, No. 32, November 1983 [12p.]

20. Newsletter. Youth Affairs Council of Australia, No. 12, October 1983 [45p.]

    . Summary of YACA's nationwide consultation 'Creating Tomorrow Today'. See also Abstract 83/AB: 100

    . Brief outlines of Participation and Equity Program, Community Employment Program, proposed Youth Development Foundation for Australia

    . Youth Policy Statement by interim forum of non-government bodies [p.30-33]

21. Newsheet. Office of the Status of Women, Department of Prime Minister and Cabinet, No. 15, September/October 1983 [24p.]

    A guide to the Sex Discrimination Bill together with government amendments to the Bill

22. Quarterly Work Report - 4/1983. Australian Science and Technology Council (ASTEC) [6p.]

23. Unicorn. Bulletin of the Australian College of Education, Vol. 9, No. 4, November 1983 [91p.]

    The theme of this issue is 'Individualising Teaching', refocusing attention on the perennial problem of catering from individual differences among students

24. Social Security Journal, June 1983, AGPS, Canberra, 1983 [79p.]

    Published twice yearly by the Department of Social Security

25. TAFE Projects in Progress, No. 4. TAFE National Centre for Research and Development, November 1983 [125p.]

26. Women and Work. Women's Bureau, Department of Employment and Industrial Relations, Vol. 5, No. 3, December 1983 [8p.]

A.C.T.

27. Work in Progress. Work Resources Centre, ANU Campus, No. 2, November 1983 [6p.]

    Information on work of Development Officer whose position was created as a Wage Pause project, and the compuskills project which has developed to the point that trainees have been offered work in private industry and on campus

New South Wales

28. The Employers' Review. Employers' Federation of New South Wales.

    . Vol. 55, No. 10, October 1983 [16p.]

    . Vol. 55, No. 11, November 1983 [16p.]

29. SWRC Newsletter. Social Welfare Research Centre, University of NSW, No. 11, October 1983 [34p.]

    . Summaries of seminars conducted by the Social Welfare Research Centre in August/September 1983

30. Transition Education News. Compiled by the Non-Government Transition Education Unit (Sydney) (P.O. Box 217, Leichhardt), Vol. 2, No. 8, October 1983 [25p.]

    . Vol. 2, No. 9, October 1983 [25p.]

    . Vol. 2, No. 10, November 1983 [25p.]

    Youth and Employment Prospects in Western Sydney. Background notes on paper presented by Paul Baker (Head, TAFE Transition Unit, NSW) at a seminar on Youth Unemployment, 30 March 1983 [p.13-16]

31. Vocational Guidance Abstracts. Central Planning and Research Unit for the Division of Vocational Guidance Services, Department of Industrial Relations, No. 39, October/November/December 1983 [28p.]

QUEENSLAND

32. Bulletin and News Sheet. Queensland Youth Organisations, June/July 1983 [2p.]; October/November 1983 [2p.]

Broad outline of strategy for International Youth Year (1985)

33. TransAction. The magazine of the Secondary Transition Education Project, Department of Education, Queensland [34p.]

SOUTH AUSTRALIA

34. Pivot. A magazine of South Australian education, Vol. 10, No. 6, 1983 [47p.]

. Who Shapes the Curriculum? (views of Michael Apple, Bob Connell and Barry Macdonald) [p.20-25]

. LAYTON, Ron. Australia's Changing Family Pattern [pp.32-37]

TASMANIA

35. Newsletter. Youth Affairs Council of Tasmania.

. November 1983 [16p.]. This edit8on coasiders one of the main issues affecting young people today - that of access to housing

. December 1983 [6p.]

36. Trans Ed in Tas. Transition Education Development Group. Curriculum Centre, Hobart, Vol. 4, No. 6, October 1983 [4p.]

. Continuation from last issue of ideas on how subject areas may change their emphasis to help prepare students for roles as consumers or tenants

VICTORIA

37. ADVISE. The newsletter of the Advisory Services and Guidance Branch of Victorian Institute of Secondary Education, No. 44, November 1983 [12p.]

. WHITE, Peter. Programs, processes and outcomes in a youth participation program [p.1-2]

. BALLENDEN, Clarice. Girls and Trades [p.3]

. COVENTRY, Garry. Student Researchers in Action [p.4-7]

38. JOBLOTS. A journal concerning work education prepared by Work Education Committee, Curriculum Programs (538 Swanston Street, Carlton 3053), November 1983 [32p.]

39. News Exchange. Community Employment Initiatives. A VCOSS/COSHG Publication, No. 5, November 1983 [52p.]

The overriding theme of this issue is the difficulty of generating long term jobs for people

40. TAFE Board Newsletter, No. 12, December 1983 [4p.]

41. TAFE Transition Newsletter, No. 6, December 1983 [14p.]

42. The Victorian Teacher. Published jointly by the Victorian Secondary Teachers Association and the Technical Teachers' Union of Victoria, No. 6, October 1983 [32p.]

. Short articles on regional perspectives of Transition Education and Retention [p.7-17]

No. 7, December 1983 [40p.]

. HANNAN, Bill. Common Curriculum for the Democratic School [p.16-22]

43. VISE News. Victorian Institute of Secondary Education. Bulletin No. 38, September/October 1983 [12p.]

. POLK, Ken. School and Work [p.3]

November/December 1983 [8p.]

. New figures on 15-19 year olds

. Students research truancy

44. Transition News. Newsletter of the Victorian Transition Education Advisory Committee

Vol. 1, No. 7, 1983 [8p.]

. Summaries of some case studies, a full listing of which appear in TEACs Catalogue of Publications

Vol. 1, No. 8, 1983 [20p.]

. The second of two special issues of transition news which reprint articles from Review Paper No. 9 of National Clearinghouse on Transition from School

45. Transition Newsletter. TAFE Transition Unit, No. 5, October 1983 [6p.]

. Short articles on access to public radio for Transition Participants and Submission Process for 1984 Programs

WESTERN AUSTRALIA

46. The News Bulletin. Youth Affairs Council of W.A. (Inc.) [7p.]

47. Newsletter. Equal Opportunities Resource Centre, Vol. 3, No. 5, 1983 [21p.]

48. RTDN Newsletter. Rural Training and Development Network of W.A., Vol. 1, No. 6, December 1983 [11p.]

49. Workers' Broadsheet. W.A. workers with Youth Forum, Vol. 1, No. 4, December 1983 [6p.]

INTERNATIONAL

50. Centergram. The National Center for Research in Vocational Education, The Ohio State University, USA, Vol. XVIII, No. 10, October 1983

51. WHERE to find out more about Education. Advisory Centre for Education (ACE) Ltd, London, U.K., No. 191, September 1983 [32p.]

. No. 192, October 1983 [75p.]

WOLFENDALE, Sheila. Who gains from participation?

. No. 193, November/December 1983 [31p.]

No Appeal on YTS [p.12-14]

ABSTRACTS

SUBJECT INDEX

February 1984

APPRENTICESHIP

84/AB: 12

AUSTRALIAN CAPITAL TERRITORY

84/AB: 27, 28
84/C : 11
84/D : 7

BIBLIOGRAPHY/DIRECTORY

84/D: 2, 11, 16, 17

CAREER EDUCATION/COUNSELLING

84/AB: 12
84/C : 20
84/D : 3, 15

CASE STUDIES

84/AB: 12

ECONOMIC INFORMATION/ANALYSIS

84/AB: 8, 12

EDUCATION(AL)

84/AB: 3, 5, 12, 13

EDUCATION: Access/Opportunity

84/AB: 12, 13

EDUCATION: Participation/Retention

84/AB: 12-14

EDUCATION: Recurrent/Continuing/Further

84/AB: 3, 12, 13

EMPLOYERS

84/AB: 19, 30, 32, 33
84/C : 3

EMPLOYMENT/LABOUR MARKETS

. see also UNEMPLOYMENT
YOUTH EMPLOYMENT
YOUTH UNEMPLOYMENT

84/AB: 3-7, 10, 12, 14, 19-21, 28-33
84/C : 3, 5-11
84/D : 4

EMPLOYMENT: Local/Regional Labour Markets

84/AB: 28-32
84/C : 6, 7, 10, 11

EMPLOYMENT: Youth Labour Markets

84/AB: 12, 19-21, 28-33
84/C : 5-7, 10, 11

EMPLOYMENT: Job Creation/Generation

84/AB: 14, 28, 29, 32
84/C : 3, 5, 7, 10, 11

EVALUATION

84/AB: 12

GERMANY

84/AB: 5, 7

GIRLS/WOMEN

84/AB: 3, 6, 12

84/D: 10, 11

HIGHER EDUCATION

84/AB: 12
84/D : 12

INTERNATIONAL: Comparisons/Information

84/AB: 5, 7, 12
84/C: 4, 5, 23

JAPAN

84/AB: 5, 7

JOB CREATION

. See EMPLOYMENT

LOCAL: Communities/Councils/Government

84/AB: 30, 32
84/C : 6-8, 10, 12, 13

MIGRANTS

84/AB: 24

NEW SOUTH WALES

84/AB: 18, 29, 30
84/D : 8-11

NORTHERN TERRITORY

84/C : 14

POVERTY

84/C : 4

QUEENSLAND

84/AB: 31
84/C : 15

RESEARCH AND POLICY

84/AB: 12

RESEARCHERS

84/AB: 12

RURAL: Education/Students/Communities

84/C : 13, 14
84/D : 9

SCHOOLS/SCHOOLING

. see also CAREER EDUCATION
EDUCATION

84/AB: 3, 12
84/C: 13, 17-19, 23

SCHOOL LEAVERS

84/AB: 30, 33
84/D : 8, 9

SCHOOL SUBJECTS/STUDIES

84/AB: 3
84/C : 23

SOCIAL/TECHNOLOGICAL CHANGE

84/AB: 1-7, 12

SOCIAL WELFARE

84/C : 1

SOUTH AUSTRALIA

84/AB: 22
84/C : 10, 16

TASMANIA

84/C : 12

TEACHERS

84/AB: 32

TAFE

84/C : 15

TECHNOLOGY

84/AB: 3, 4, 12

TRANSITION: Concepts/Aims/Background

84/AB: 12

TRANSITION PROGRAMS

84/AB: 12
84/C : 16
84/D : 7, 13, 14

UNEMPLOYMENT

. see also YOUTH UNEMPLOYMENT

84/AB: 1, 7-12, 22-31

UNEMPLOYMENT: Factors Affecting

84/AB: 12, 22, 24, 28, 29

UNEMPLOYMENT: Effects

84/AB: 1, 11, 12, 22-28

UNITED STATES

84/C : 4, 5

VICTORIA

84/AB: 26, 32
84/C : 6, 7, 9, 17-21
84/D : 13-15

WESTERN AUSTRALIA

84/AB: 33
84/C : 13
84/D : 16, 17

WORK: Concepts/Patterns

84/AB: 5, 7, 12, 29

WORK CO-OPERATIVES

84/AB: 28, 29
84/C : 9, 11

WORK EXPERIENCE

84/AB: 32
84/C : 21, 22
84/D : 17

YOUNG PEOPLE

84/AB: 12, 19, 20, 30

YOUTH EMPLOYMENT

. see also EMPLOYMENT

84/AB: 12, 19, 20, 21, 30, 33

YOUTH POLICIES/GUARANTEES

84/AB: 12, 17

YOUTH UNEMPLOYMENT

. see also UNEMPLOYMENT

84/AB: 12-21, 25-29, 33
84/D : 1

YOUTH PROGRAMS

84/AB: 12, 17, 28, 29
84/C : 1-4
84/D : 6

YOUTH PROGRAMS: Commonwealth

84/AB: 12, 28, 29
84/C : 1-3

ABSTRACTS

AUTHOR INDEX

February 1984

ANDERSON, D.S.	84/AB: 12
ARTHUR, Brigid	84/C : 20
AUSTRALIA. DEPARTMENT OF EDUCATION AND YOUTH AFFAIRS	84/D : 6
AUSTRALIA. DPEARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS	84/D : 5
. BUREAU OF LABOUR MARKET RESEARCH	84/AB: 19
. COMMONWEALTH EMPLOYMENT SERVICE	84/D : 4
AUSTRALIA. PARLIAMENT OF THE COMMONWEALTH	
. JOINT COMMITTEE OF PUBLIC ACCOUNTS	84/C : 1
ACT EMPLOYMENT TASK FORCE	84/AB: 28
ACT SCHOOLS AUTHORITY	84/D : 7
AUSTRALIAN SCIENCE AND TECHNOLOGY COUNTIL	
. TECHNOLOGICAL CHANGE COMMITTEE	84/AB: 3
BEED, Terence	84/AB: 1
BIDDLE, Bruce	84/AB: 12
BIDDULPH, Steve	84/D : 1
BLAKELY, Edward J.	84/C : 5
BLAKERS, C.	84/AB: 12
BROWN, Sandra	84/C : 13
BURBIDGE, Andrew	84/AB: 24
BURKE, Gerald	84/AB: 12
CASS, Bettina	84/AB: 11
CHAPPELL, D.G.	84/C : 13
CLARK, Alfred W.	84/AB: 26
CLISSOLD, Maureen P.	84/AB: 26
CLUER, John B.	84/C : 13
COLE, Peter	84/C : 21
COYLE, Rebecca	84/C : 19
CROMPTON, Richard W.	84/AB: 2
CURTAIN, Richard	84/AB: 10
DALE, E.C.	84/C : 23
DICKSON, Damian	84/AB: 32
DUNNELL, Peter	84/C : 13
ECKHARD, Bob	84/AB: 27
FEATHER, N.T.	84/AB: 25
FINDLAY, Margaret	84/D : 2
FINLAY-JONES, Robert	84/AB: 27
FISHER, Norman W.F.	84/C : 2
FITZPATRICK, Jim	84/C : 13
FLITCROFT, J.	84/C : 11
FORD, G.W.	84/AB: 5-7

GREGORY, R.G.	84/AB: 9
GRUEN, F.H.	84/AB: 8
HANCOCK, Greg	84/AB: 12
HART, Gaye	84/D : 3
HOLDSWORTH, Roger	84/C : 19
HOY, Mavis	84/C : 3
HYDE, Norman	84/C : 13
JAMROZIK, Adam	84/C : 12
JONES, Barry	84/AB: 4
JONES, David	84/C : 17
KARMEL, Peter	84/AB: 12, 13
KEMMIS, Stephen	84/AB: 12
KING, Edmund	84/AB: 12
KING, Susan	84/AB: 30
KIRBY, Peter	84/AB: 12, 17
LANGLEY, P.C.	84/AB: 31
LAWSON, Tony	84/C : 10
LEWIS, Philip E.T.	84/AB: 20
MACINTYRE, Stuart	84/AB: 11
McKINNON, K.	84/AB: 12
McNAIR, Ian	84/AB: 1
MARTIN, Penny	84/D : 2
METCALFE, Michael	84/C : 17
MILLER, Paul W.	84/AB: 21
NSW. DEPARTMENT OF EDUCATION	84/D : 8
NSW. EDUCATION COMMISSION	84/D : 9
NSW. NON-GOVERNMENT TRANSITION EDUCATION UNIT	84/D : 12
NSW. PREMIER'S DEPARTMENT	
. WOMEN'S CO-ORDINATION UNIT	84/D : 10
NSW. SYDNEY CHRISTIAN NETWORK	84/AB: 18
NSW. WOMEN'S ADVISORY COUNCIL	84/D : 11
NORTHERN TERRITORY. TAFE	84/C : 14
PAK-POY, Patricia	84/AB: 12
PHILIP, G.	84/AB: 33
POWER, Colin	84/AB: 12
PYKE, L.H.	84/C : 13

QUEENSLAND. DEPARTMENT OF EDUCATION
. TAFE CURRICULUM BRANCH 84/C : 15

ROE, Jill 84/AB: 11

SHEARS, Laurie 84/C : 23
SHEEDY, Chris 84/C : 22
SINGELL, Larry D. 84/AB: 15
SMALL, M.W. 84/C : 13
SMITH, Ralph E. 84/C : 4
SOUTH AUSTRALIA. STATE EVALUATION WORKING PARTY 84/C : 16
STRICKER, Peter 84/AB: ;6
SWEET, Richard 84/AB: 12, 14

TAYLOR, Keith 84/AB: 12
TRAVERS, Peter 84/AB: 22
TURNER, Michelle 84/AB: 23

VICTORIA. BROTHERHOOD OF ST LAURENCE 84/C : 6, 7
VICTORIA. EDUCATION DEPARTMENT
. STUDENT SERVICES, CAREER EDUCATION 84/D : 15
VICTORIA. MINISTRY OF EMPLOYMENT & TRAINING 84/C : 6
. CO-OPERATIVE DEVELOPMENT UNIT 84/C : 9
VICTORIA. SUNSHINE HIGH SCHOOL 84/C : 18
VICTORIA. TRANSITION EDUCATION ADVISORY COMMITTEE 84/D : 13, 14
VICTORIA. CONSULTATIVE COMMITTEE ON SCHOOL DEVELOPMENT 84/C : 8

WATTS, Rob 84/AB: 11
WESTERN AUSTRALIA CONFEDERATION OF W.A. INDUSTRIES 84/D : 17
WESTERN AUSTRALIA. DEPARTMENT OF YOUTH, SPORT AND RECREATION
. YOUTH BRANCH 84/D : 16
WESTERN AUSTRALIA. MORONA ELD COMMITTEE 84/C : 13
WILLIAMS, Trevor 84/C : 17
WILLIAMSON, Jim 84/C : 17

YOUNG, Denise 84/C : 12